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A STATUS REPORT ON HUNGER AND HOMELESSNESS IN AMERICA'S CITIES: 1990

A 30-City Survey

December, 1990

THE UNITED STATES CONFERENCE OF MAYORS

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Robert M. Isaac, President
Mayor of Colorado Springs

Raymond L. Flynn, Mayor of Boston
Sue Myrick, Mayor of Charlotte
Co-Chairs, Task Force on Hunger and Homelessness

J. Thomas Cochran, Executive Director

This report was written by Laura DeKoven Waxman and Lilia M. Reyes of The U.S. Conference of Mayors' staff. Additional copies are available for $10 each from The U.S. Conference of Mayors, 1620 Eye Street, N.W., Washington, D.C. 20006 (202) 293-7330.

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Summary

To assess the status of hunger and homelessness in urban America during 1990, The U.S. Conference of Mayors surveyed 30 major cities whose mayors are members of its Task Force on Hunger and Homelessness. The survey sought information from each city on 1) the demand for emergency food assistance and emergency shelter and the capacity of local agencies to meet that demand; 2) the causes of hunger and homelessness and the demographics of the populations experiencing these problems; 3) public attitudes toward homeless people; 4) the status of the recession in cities and its impact on hunger and homelessness; and 5) the outlook for 1991.

HUNGER

- During the past year requests for emergency food assistance increased in the survey cities by an average of 22 percent, with all but three of the responding cities registering an increase. The number of families with children requesting assistance increased by one-fifth, in 89 percent of the cities. Three out of every four persons requesting emergency food assistance in the survey cities were members of families -- children and their parents.

- On average, 14 percent of the requests for emergency food assistance are estimated to have gone unmet. In 86 percent of the cities, emergency food assistance facilities turned away people in need because of lack of resources.

- The overall level of resources available to emergency food assistance facilities in the survey cities increased by four percent. The level of resources increased in 14 cities, remained unchanged in seven cities, and decreased in six.

- In 45 percent of the survey cities, emergency food assistance facilities were unable to provide an adequate quantity of food. Nearly three-fourths of the cities reported that the food provided was nutritionally balanced.

- In just over three out of four of the survey cities emergency food assistance facilities were relied on by families and individuals both in emergencies and as a steady source of food over long periods of time.

- Employment-related problems led the list of causes of hunger. Other causes frequently identified by local officials include the lack of housing affordable by low-income people, low benefit levels and other limitations in public assistance programs, and poverty.

- Eighty-five percent of the cities supported local emergency food assistance efforts during the last year. Of these, 70 percent used locally generated revenues; 30 percent used state grants; 78 percent used federal Stewart B. McKinney Homeless Assistance funds, 30 percent used Community Development Block Grant funds and 26 percent used Community Services Block Grant funds.

HOMELESSNESS

- During the past year requests for emergency shelter increased in the survey cities overall by an average of 24 percent, with four out of five of the cities registering an increase, 10 percent reporting that the number of requests remained the same, and another 10 percent reporting a decline in requests.

- Requests for shelter by homeless families increased by an average of 17 percent. Just over three out of four of the cities reported an increase; 14 percent said the level of requests had remained the same; 10 percent reported a decrease in requests.

- An average of 19 percent of the requests for emergency shelter are estimated to have gone unmet. For homeless families alone, 16 percent of the requests for shelter were unmet. In 70 percent of the cities, shelters turned away homeless families because of lack of resources; in two-thirds of the cities, emergency shelters turned away other homeless people because of insufficient resources.

- Every survey city except one cited the lack of housing affordable by low-income people as the main cause of homelessness. Other causes frequently identified are mental illness and the lack of needed mental health services, substance abuse and the lack of needed substance abuse services, unemployment and other employment-related problems, poverty or the lack of income, and inadequate benefit levels in public assistance programs.

- On average, the composition of the survey cities' homeless population is 51 percent single men, 34 percent families with children, 12 percent single women and three percent unaccompanied youth. Twenty-three percent of the homeless population in the survey cities are children. In the cities, the homeless population is 46 percent black, 34 percent white, 15 percent Hispanic, three percent Native American and one percent Asian.

  An average of 28 percent of the homeless population in the cities are mentally ill; 38 percent are substance abusers; and six percent have AIDS or HIV-related illness. An average of 24 percent of the homeless population are employed in full or part-time jobs; 26 percent are veterans.

- The number of emergency shelter beds increased overall in the survey cities by an average of three percent; transitional housing units increased overall by an average of 12 percent.

- Mentally ill persons and substance abusers were mentioned most frequently, each by two-thirds of the survey cities, as the groups for whom shelter and other needed services were particularly lacking. Families with children were mentioned by 57 percent of the cities as being in particular need of services.

- All of the survey cities use city government funds to support shelters or other services for homeless people. Eighty-seven percent use locally-generated revenues; 63 percent use state grants; all use federal Stewart B. McKinney Homeless Assistance Act funds, 60 percent use Community Development Block Grant funds, and 40 percent use Community Service Block Grant funds.

- Just over two-thirds of the survey cities report that no action has been taken by city government or any other public authorities in the city to limit the access of homeless persons to public facilities or property. Eighty percent of the cities report that they have seen evidence that public sentiment toward homeless persons is changing. Among these cities, that change was negative in 57 percent and positive in 13 percent; in the remaining 30 percent, changes of both a positive and a negative nature were observed.

RECESSION AND THE OUTLOOK FOR 1991

- More than three out of four of the survey cities report that they have experienced an economic slowdown in recent months and all but one of the cities which reported it had not experienced an economic slowdown in recent months anticipated that the recession will affect the problems of hunger and homelessness during the next year.

- Every responding city expects the demand for emergency food assistance to increase during the next year.

- Every survey city except one expects overall requests for emergency shelter, and requests by homeless families in particular, to increase during the next year.

Introduction

In October 1982, The U.S. Conference of Mayors and The U.S. Conference of City Human Services Officials brought the shortage of emergency services--food, shelter, medical care, income assistance, energy assistance -- to national attention through a 55-city survey. That survey showed that the demand for emergency services had increased in cities across the nation, and that on average only 43 percent of that demand was being met.

Since that time the Conference has done numerous reports on hunger, homelessness and poverty in cities. These reports have documented the causes and the magnitude of the problems, how cities were responding to them and what national responses were required. They include:

- Hunger in American Cities, June, 1983
- Responses to Urban Hunger, October, 1983
- Status Report: Emergency Food, Shelter and Energy Programs in 20 Cities, January, 1984
- Homelessness in America' Cities: Ten Case Studies, June, 1984
- Housing Needs and Conditions in America' Cities, June 1984
- The Urban Poor and the Economic Recovery, September, 1984
- The Status of Hunger in Cities, April, 1985
- Health Care for the Homeless: A 40-City Review, April, 1985
- The Growth of Hunger, Homelessness and Poverty in America's Cities in 1985: A 25-City Survey, January, 1986
- Responding to Homelessness in America's Cities, June, 1986
- The Continued Growth of Hunger, Homelessness and Poverty in America's Cities in 1986: A 25-City Survey, December, 1986
- A Status Report on Homeless Families in America's Cities: A 29-City Survey, May, 1987
- Local Responses to the Needs of Homeless Mentally Ill Persons, May, 1987
- The Continuing Growth of Hunger, Homelessness and Poverty in America's Cities: 1987, A 26-City Survey, December, 1987
- A Status Report on The Stewart B. McKinney Homeless Assistance Act of 1987, June, 1988
- A Status Report on Hunger and Homelessness in America's Cities: 1988, A 27-City Survey, January, 1989

- Partnerships for Affordable Housing, An Annotated Listing of City Programs, September, 1989

- A Status Report on Hunger and Homelessness in America's Cities: 1989, A 27-City Survey, December, 1989

To spearhead the Conference's efforts to respond to the emergency services crisis in cities, the President of The Conference of Mayors appointed 20 mayors to a Task Force on Hunger and Homelessness in September, 1983. That Task Force is chaired by Boston Mayor Raymond L. Flynn and Charlotte Mayor Sue Myrick, and the number of mayors serving on it has increased to 32. The Task Force meets at least twice each year; many of its members have testified before Congress; and the cities represented on it have provided information to Conference staff on conditions relating to hunger and homelessness for the various reports that have been prepared.

This report provides information on the current status of hunger, homelessness and the conditions which have affected them in 30 of the cities represented on the Task Force. A copy of the survey instrument sent to the cities is contained in the Appendix. To respond to it, the city officials collected and compiled information from a wide range of public and private agencies knowledgeable about the problems of hunger and homelessness in their communities. The data was collected from the cities for the period of November 1, 1989 to October 31, 1990 during November and December, 1990. It was supplemented with data on population, poverty and unemployment available from the Bureau of the Census and the Bureau of Labor Statistics. The reader should note that in no case do the percentages reported for a survey question include a city unable to respond to that question.

Hunger

The demand for emergency food assistance increased in all but three of the survey cities, by an average of 22 percent. The demand remained the same in two cities and decreased in one. The demand by families with children increased as well in all but three of the survey cities, by an average of 20 percent. Food requests by families with children stayed the same in two cities and decreased in one. Three-fourths of the persons requesting emergency food assistance were either children or their parents. In 86 percent of the survey cities emergency food assistance facilities must turn away people in need because of lack of resources. The city officials estimate that 14 percent of the demand for emergency food assistance went unmet during the last year. The overall levels of resources available to such facilities increased by four percent during the past year. Forty-five percent of the cities reported that emergency food assistance facilities are unable to provide adequate quantities of food.

THE PROBLEM

The Demand for Emergency Food Assistance

During the last year, requests for emergency food assistance increased in 90 percent of the survey cities. The average increase was 22 percent. Reporting an increase of 30 percent or more were Boston, Charlotte, Hartford, Los Angeles, Portland, Providence, San Juan, Seattle and Trenton. San Juan reported an increase of 1400 percent, explained by requests for assistance following Hurricane Hugo. (This number was not included in the calculation of the average increase in requests because it is of an entirely different magnitude than the other increases reported.) Chicago and San Francisco reported that the requests for emergency food assistance remained the same during the last year. Norfolk reported a decrease in requests.

Among the comments by the city officials on the increase in requests for emergency food assistance:

- **Boston:** "Due to massive cuts in the state budget, support programs that met the immediate food needs of poor families and individuals in the past are no longer in operation, this creating a drastic gap in resources. The state budget for WIC has been cut $1.37 million since July 1990. As of October 1990, the statewide waiting list for WIC had 9,500 families on it, which included 2,800 children from the Boston area. In July, the number of Boston children affected by the budget cuts was 800. In just a few months we have seen this number rise by 2,000 children. The general downturn in the state's economy and its associated rise in unemployment are also affecting this."

- **Los Angeles:** "Food banks and food pantries in the City of Los Angeles have noted, in recent months, a substantial increase (up 55 percent) in requests for emergency food assistance. Food banks have responded to greater demands for food from operating agencies serving as local food distribution sites for low-income communities."

- **New York City:** "Requests from AIDS projects, shelters and transitional housing have increased."

- **Providence:** "Loss of income is the major factor. Also, there is an increase in the number of grandparents who are raising children. Finally, increases in single persons in their twenties and the elderly have also contributed to greater demand."

- **San Antonio:** "The Texas economy and the city's low wage scale jobs continue to be contributing factors in the increase in requests for emergency food."

Requests by Families for Emergency Food Assistance

The number of families with children requesting emergency food assistance increased in 24, or 89 percent, of the responding cities. The average increase was 20 percent, ranging from 94 percent in San Juan, 50 percent in Providence and 40 percent in Boston to 15 percent or less in Kansas City, Louisville, Nashville, Saint Paul, San Antonio and Seattle. Requests remained the same in Chicago and Phoenix and decreased in Norfolk.

Three out of every four persons requesting emergency food assistance in the survey cities were either children or their parents. In 13 cities three-quarters or more of those requesting food assistance were families with children: Boston, Charleston, Charlotte, Denver, Hartford, Kansas City, Los Angeles, Nashville, New Orleans, San Antonio, San Diego, San Francisco, San Juan and Trenton.

Among the comments by the city officials specifically on the increase in requests for emergency food assistance by families with children:

- **Boston:** "Unemployment benefits have now run out for many laid off workers. The cost of fuel has doubled so people on limited budgets are forced to pay for heat with money previously used for food. This year during Boston's Can Share Food Drive, a person who went to a local food pantry seeking assistance admitted that last year he was able to donate food to the drive."

- **Charlotte:** "Due to the slow down in the economy, many people with families to care for are either being laid off or their working hours drastically reduced."

- **New Orleans:** "Reasons for the increase include increases in the cost of living, particularly in the area of food purchases, and the fact that wages have not increased at a rate commensurate with inflation. A large part of our wage earners are in the minimum wage category because of our heavy dependence on tourism."

- **San Antonio:** "The city has recently experienced major layoffs in industries where the work-force is composed primarily of minimally or unskilled single-parent heads-of-households."

- **Seattle:** "Food banks and hot meal programs continue to see an increasing number of both single-parent and two-parent families. In addition, requests for infant formula, baby food and diapers at food banks continue to rise."

The Causes

The increased demand for emergency food assistance is due to a number of factors, many of them inter-related. Those most frequently identified by the survey cities, in response to an open-ended question, are unemployment and other employment-related problems; the lack of housing affordable by low income persons, inadequate public assistance benefit levels and other limitations of public assistance programs and poverty.

- Twenty-three cities identified **employment-related problems**, such as unemployment, underemployment, low wages and layoffs as a main cause of hunger: Alexandria, Boston, Charleston, Chicago, Cleveland, Hartford, Kansas City, Los Angeles, Louisville, Minneapolis, Nashville, New Orleans, Norfolk, Philadelphia, Phoenix, Providence, Saint Paul, Salt Lake City, San Antonio, San Diego, Santa Monica, Seattle and Trenton.

- The **lack of housing affordable by low-income people**, including difficulties in meeting the high cost of housing, was identified by 18 cities: Alexandria, Boston, Charleston, Denver, Hartford, Kansas City, Los Angeles, Minneapolis, Nashville, New Orleans, New York City, Norfolk, Phoenix, Providence, Saint Paul, San Diego, Santa Monica, Seattle and Trenton.

- Fifteen cities cited **low benefit levels and other limitations in public assistance programs**, primarily welfare and food stamps as a main cause of hunger: Alexandria, Boston, Charleston, Chicago, Cleveland, Denver, Hartford, Los Angeles, Louisville, New Orleans, New York City, Philadelphia, Salt Lake City, Santa Monica and Seattle.

- **Poverty**, or inadequate income, was cited as a main cause of hunger by 14 cities: Alexandria, Chicago, Denver, Los Angeles, Louisville, New Orleans, New York City, Phoenix, Portland, Saint Paul, Salt Lake City, San Antonio, San Juan and Santa Monica.

- Seven cities identified **high utility costs** as a main cause of hunger: Alexandria, Nashville, New Orleans, Phoenix, Providence, Seattle and Trenton.

- The **lack of adequate educational or job skills** was cited as a main cause by six cities: Alexandria, Cleveland, New Orleans, Portland, San Antonio and Trenton.

- The **high cost of living** was cited by Alexandria, Boston, New Orleans and Seattle. Alexandria, Denver, Hartford and New York City specified the **high cost of food**. Related to this, Hartford also identified the **lack of access to supermarkets**.

- **Poor health and high health care costs** were identified by Minneapolis, Nashville, Portland and San Diego.

Other causes of hunger identified by the survey cities are:

- **Family crisis**, by Chicago, Louisville and Norfolk; and

- **Changes in the economy**, by Alexandria, Boston and Kansas City.

THE CAPACITY TO MEET THE NEED

Level of Resources Available to Emergency Food Assistance Facilities

During the last year, the level of resources, such as food, funds, or volunteers, available to emergency food assistance facilities increased in 14 cities, stayed the same in seven cities and decreased in six cities. Those cities reporting an increase in resources are Hartford, Kansas City, Louisville, Minneapolis, New York City, Norfolk, Philadelphia, Phoenix, Saint Paul, Salt Lake City, San Antonio, San Diego, San Juan and Santa Monica. Those in which the level of resources remained the same during the last year are Charlotte, Chicago, Nashville, New Orleans, Providence, San Francisco and Trenton. The level of resources decreased in Alexandria, Charleston, Cleveland, Portland, Los Angeles and Seattle.

The overall level of resources available to emergency food assistance facilities in the survey cities increased by a net average of four percent. It increased by 57 percent in New York City, 20 percent in Minneapolis and Santa Monica, 15 percent in Phoenix, 10 to 15 percent in San Diego and 10 percent in San Antonio. It decreased by 30 percent in Portland, 16 percent in Denver, 12 percent in Alexandria, 10 percent in Cleveland and five percent in Los Angeles.

Boston officials described decreased resources in some areas, increased resources in others:

> "The level of food resources has decreased as a result of the increasing demand. Diminishing large donations of food available through the Boston Food Bank has also resulted in fewer resources. There has been, however, a significant increase in volunteer assistance, as well as private food drives. The City of Boston's Can Share Food Drive collected over 250,000 cans of nutritious food this year, which is an increase of 65,000 cans from last year's drive."

Among the comments of the city officials on the increase in resources:

- **Kansas City:** "Spending on the purchase of food by emergency food programs increased six percent and donated food increased by 11 percent."
- **Minneapolis:** "Funding increased by $73,000, from $369,000 to $442,000. Food drives and volunteer activities increased this year."
- **Norfolk:** "Soup kitchens and a number of food distribution resources have been added. The number of churches providing assistance has increased."
- **Philadelphia:** "The level of financial resources has increased by 10 percent. Changes in how resources are expended have further expanded the supply of food."
- **Phoenix:** "There has been some shifting in the food supply here, with the disappearance of the TEFAP program, but it has been replaced through local food sources. Volunteers and real dollars are in shorter supply than food stuffs."

- **Saint Paul:** "We have more food; volunteers and dollars have remained constant."

- **Salt Lake City:** "Despite local efforts to increase food donations, funds and volunteers, demand always exceeds available supplies. There is still, however, a significant funding and staffing shortage."

- **San Antonio:** "The level of resources has increased in relative terms. This jurisdiction has received increased funding through the Federal Emergency Management Agency."

San Diego: "Agencies try to meet the increased demand for food supplies."

- **San Juan:** "In the Economic Aid Program the level of resources increased because of the emergency situation that arose as a consequence of Hurricane Hugo. Under normal conditions the budget would have remained the same."

- **Santa Monica:** "Volunteer hours, donations and fund-raising have steadily increased over the past year as demands have increased. Agencies report greater difficulty in obtaining public funding for program operations."

Among the comments of the city officials on the **level of resources remaining unchanged:**

- **Charlotte:** "Most agencies are reporting a <u>decrease</u> in funds, particularly from the public sector, with private sector funds running at the same level. Volunteer support remains constant. Food and clothing donations remain constant, however, much of these are purchased."

- **Chicago:** "The funding level has been constant."

- **New Orleans:** "Although smaller agencies have reported decreases in donations from churches and school drives, the largest food distributor has increased its abilities through management changes and the Food Reclamation Program."

- **Providence:** "At best the level has stayed the same. In some instances it may have decreased."

- **Trenton:** "The City has the same resources and continues to give a variety of food and vouchers to those in need."

Commenting on the **decrease in resources**, the city officials said:

- **Alexandria:** "Compared to last year, providers surveyed do note that they experience more difficulty than in past years meeting demand. Monetary donations which support voucher programs and solicitations through food drives appear not to be keeping pace."

- **Charleston:** "Charleston lost Hugo services that had come after the storm in September 1989."

- **Cleveland:** "There have been reduced private donations and less FEMA money, and USDA food has been interrupted by the budget process."

- **Denver:** "Although volunteer commitment has stayed the same or increased slightly, the available funding could not cover the demand for food requested at Denver food banks."

- **Los Angeles:** "The service provider network in the city has generally experienced a nominal increase in funding from some sources, such as FEMA. Food donations, however, have remained at constant levels during the past year. Operating agencies report a significant turn-over and burn-out rate in volunteer staff."

- **Portland:** "USDA cheese, milk and rice are no longer available."

- **Seattle:** "While City funding has increased somewhat (from $909,261 in 1989 to $1,009,159 in 1990), federal funding continues to dwindle. Rising food, transportation, rent and utility costs also contribute to the decrease in available resources."

Emergency Food Assistance Facilities: For Emergencies Only or as a Steady Source of Food?

More than three-fourths of the cities (76 percent) reported that emergency food assistance facilities were used both for emergencies and as a steady source of food for long periods of time. Seven cities -- Charleston, Chicago, Nashville, New Orleans, San Antonio, San Francisco and San Juan -- indicated that such facilities are used primarily for emergencies only. Among the comments from the city officials:

- **Alexandria:** "Programs vary across the spectrum, providing a wide variety of resources and levels of assistance. For example, congregate meal programs can and often do provide longer term assistance with few if any restrictions. Voucher and commodity programs seek to provide shorter term assistance, generally for no longer than five days. These programs usually restrict repeat use and vary the assistance based on family composition."

- **Boston:** "Increasing numbers of families with children and elderly need emergency assistance, while hunger is fast becoming a chronic problem and, therefore, requiring a steady source of food."

- **Charleston:** Emergency food is usually used "only for the six to nine weeks it takes to get food stamps started."

- **Charlotte:** Food is provided "primarily for emergencies by a majority of the agencies, with perhaps two of seven agencies providing food for long periods of time, not to exceed 60 to 90 days."

- **Cleveland:** "Families may receive emergency food supplies only six times a year. Many also use soup kitchen meal programs to supplement this."

- **Denver:** "Sixty percent of our facilities are used for emergency food services; 40 percent are used for on-going services to supplement families in particular."
- **Hartford:** "Many families utilize food assistance to subsidize their low income and welfare grants."

- **Los Angeles:** "The working poor and AFDC recipients need long-term assistance as they are caught up in the cycle of poverty and cannot move up financially. The situation is even worse for the ever-growing undocumented residents who must provide non-existent identification to be eligible for public benefits."

- **Louisville:** "The primary service is crisis intervention. Recidivism has grown by approximately five percent in the past year, however. Many of our emergency shelter facilities assist on a longer term basis."

- **Nashville:** "Families can receive six boxes of food per year. Each box lasts approximately four days."

- **New Orleans:** "The emergency food assistance program provides a three-day supply of nutritionally balanced food. Soup kitchens and emergency shelters have continued to be a regular, and in many instances the only, continuous source of food for the city's hungry and homeless."

- **Norfolk:** "Some families are served on a recurrent basis due to the fluctuation in their financial situation. Food assistance facilities are used for emergencies most of the time. Some churches provide food to families on a monthly basis."

- **Philadelphia:** "Soup kitchens are used steadily. Many cupboards limit the frequency of assistance due to their resource constraints and thus are not providing a steady source of food. Others do provide a steady source of food."

- **Phoenix:** "More and more food banks and pantries are becoming a steady source of food for a larger number of people. While the food banks were at one time primarily concerned with conserving the food supply, now the number one priority has become feeding hungry people, with such a priority change being reflected in policies and operating procedures."

- **Salt Lake City:** "Emergency food orders are limited at food banks, but many persons rely on soup kitchens for a steady supply of food."

- **San Antonio:** "The local distribution sites are primarily sources for emergency assistance. These sites, however, are reporting that more families are having to utilize this assistance on a more regular basis due to the current economic climate and scarcity of decent paying jobs."

- **San Diego:** "Congregate meal sites provide a steady source of foods, while emergency food is distributed on an 'as needed' basis."

- **Seattle:** "Many elderly individuals and families continue to use food banks and hot meal programs over a long period of time to supplement their limited incomes."

The Quantity of Food Provided

Forty-five percent of the survey cities reported that emergency food assistance facilities are unable to provide an adequate quantity of food. Those cities are Boston, Cleveland, Denver, Kansas City, Los Angeles, Minneapolis, Nashville, Philadelphia, Portland, Providence, Salt Lake City, Seattle and Trenton. The remaining 55 percent of the cities reported that facilities are able to provide an adequate quantity of food. Among those cities are Alexandria, Charleston, Charlotte, Chicago, Hartford, Louisville, New Orleans, New York City, Norfolk, Phoenix, Saint Paul, San Antonio, San Diego, San Francisco, San Juan and Santa Monica. Officials from some of those cities, however, noted that although quantities are sufficient, facilities limit the assistance they provide:

- **Cleveland:** "Emergency food distribution provides only a three-day supply. Many need more than this and more frequently than six times a year."

- **Hartford:** "Food resources attempt to meet all requests, but because demand has increased, sometimes quantities must be limited."

- **New Orleans:** "Food pantries are equipped to provide an adequate supply of food based on the three-day limit every three months. It is generally agreed that in most instances the need for food extends beyond that limit."

- **Seattle:** "Most food banks are able to supply only enough food to last a family for one to two days. Even with other sources of income/support, this is not sufficient to provide an adequate amount of food."

Among the comments from those cities in which emergency food assistance facilities are able to provide adequate quantities of food:

- **Alexandria:** "It depends on the need. Many of the providers surveyed noted a more rapid depletion of stocks than in prior years."

- **Charlotte:** "We find that there are times when we have to purchase the food with funds we need for other purposes at the facilities which are primarily providing emergency shelter. The agencies which provide solely bag groceries have less difficulty providing an adequate quantity because their resources are earmarked for this purpose."

- **Minneapolis:** "Agencies often supplement food with cash donations to fill out balanced meals."

- **Norfolk:** "Persons needing services are supplied until further assistance can be expedited."

- **San Antonio:** "The food supply, though not abundant, is adequate in meeting the emergency assistance requests."

- **Santa Monica:** Emergency food facilities are able to provide an adequate quantity of food "through the generous donations from community members. Increasingly area churches and synagogues have increased their level of giving."

Among the comments of the officials in cities where emergency food assistance facilities are unable to provide an adequate quantity of food:

- **Boston:** "During most of the year the available food supply is limited, although private food drives have supplemented the supply greatly, especially during the holiday season."

- **Denver:** "Adequate food supplements for larger families can rarely be provided by food banks. The elderly, disabled, and most family patrons of food banks rely on public transportation and often cannot carry the food amount that is needed."

- **Kansas City:** "The Mid-America Assistance Coalition reports that although there have been more served, they receive less (approximately a 10 percent decrease in the amount per household). Using their formula, MAAC reports that in 1989 the value of food averaged $33.50 per household; in 1990, the value was $30 per household. In most pantries, the quantity varies depending on the donations available at any given time."

- **Los Angeles:** "Sufficient quantities of food in the basic food groups to insure balanced nutrition are difficult to obtain. Food banks dependant on donations accept food in whatever type and quantity is provided. Emergency food facilities in turn receive large quantities of food in one food group and insufficient quantities in other food groups."

- **Nashville:** "We have limited quantities of, or rarely get, baby food, baby formula, eggs and milk."

- **Philadelphia:** "While all facilities attempt to provide an adequate quantity, fluctuations in food supplies cause some shortages."
- **Portland:** "The number of days for which a supply is provided has been reduced in order to serve all seeking assistance."

- **Providence:** "Food cupboards are tending to run out toward the end of each month."

- **Salt Lake City:** "Sometimes food supplies are limited and the number and frequency of visits are restricted. The problem is especially severe at the end of each month when food stamp allotments have been exhausted."

- **Trenton:** Food assistance facilities are not able to provide an adequate quantity of food "due to the lack of funds to purchase enough food for the needy families."

The Quality of the Food Provided

Seventy-four percent of the survey cities reported that emergency food assistance facilities are able to provide nutritionally balanced food. Those cities are Alexandria, Charleston, Cleveland, Denver, Hartford, Louisville, Minneapolis, Nashville, New Orleans, New YOrk City, Norfolk, Portland, Providence, Saint Paul, Salt Lake City, San Antonio, San Diego, San Francisco, Santa Monica and Trenton. Seven cities -- Charlotte, Chicago, Denver, Los

Angeles, Philadelphia, Phoenix and Seattle -- reported that the food provided by emergency food assistance facilities is not nutritionally balanced.

Santa Monica reported that often the food provided by emergency food assistance facilities is nutritionally balanced:

> "While the meal and pantry food programs emphasize a nutritionally balanced meal, there are many exceptions, such as instant soup and coffee only."

Kansas City officials reported that the ability of facilities to provided nutritionally balanced food varies:

> "Variations exist according to the donation levels. It should also be noted that despite efforts to educate pantry staff as to proper nutritional balances, there is no doubt that some variation in the nutritional composition of food distribution is based upon the level of staff knowledge."

City officials who indicated that emergency food assistance facilities are able to provide nutritionally balanced food explained their responses:

- **Boston:** "Emergency food supplies distributed by food pantries are also supplemented with food items purchased by the food pantries to insure the supply is nutritionally balanced."

- **Chicago:** "The food box contents are reviewed annually by a nutritionist, who also prepare sample menus for inclusion in the box."

- **Cleveland:** "Volunteer nutritionists assist in developing balanced meals."

- **Hartford:** "Efforts are made to balance, however, this is dependent on the availability of food."

- **Minneapolis:** "Agencies attempt to help families plan meals and seek additional resources."

- **Portland:** "But the quality varies. The loss of USDA commodities makes it difficult to provide a quality standard of nutrition in all food boxes."

- **Providence:** "Within the limited resources, the food provided is nutritionally balanced."

- **Saint Paul:** The food provided is nutritionally balanced, but "there is considerable room for improvement."

- **Salt Lake City:** "Food supplies are acquired primarily from donations and are nutritionally balanced to the greatest extent possible."

- **San Antonio:** "The local food bank works hard to provide as nutritionally balanced food packages as possible. Local food distribution sites are able to participate with local farmers in gleaning crops that are available."

- **San Juan:** "Both emergency food programs have arranged for the services of a nutritionist in the selection of the foods to be distributed."

- **Trenton:** "The facilities are making efforts and doing a very good job in providing nutritionally balanced food packages."

Among the comments from cities where emergency food assistance facilities are unable to provide nutritionally balanced food:

- **Charlotte:** "Shelters have to serve the food they receive, and most of the time cannot go by a planned menu. The agencies which distribute groceries adhere to guidelines formulated by a resource dietitian and a professional nutritionist."

- **Denver:** "With the exception of holidays, when more fresh food is given out, the area food banks have difficulty in supplementing donated food items with more nutritionally balanced foods because of their expense or inadequate refrigeration."

- **Los Angeles:** "Sufficient quantities of food in the basic food groups to insure balanced nutrition are difficult to obtain. Food banks dependent on donations accept food in whatever types and quantities that are provided. Emergency food facilities in turn receive large quantities of food in one food group and insufficient quantities in other groups.

  "Since emergency food providers rely on donations and limited funds, a balanced food bag is not always available to those in need. Lowest income people, particularly the children, have the greatest health needs for a nutritionally balanced diet."

- **Philadelphia:** "While all facilities attempt to provide nutritional balance, fluctuations in food supplies cause deficiencies at times."

- **Phoenix:** "The quality of the nutritional balance will vary from place to place depending upon what food stuffs have been garnered."

- **Seattle:** "Although food banks attempt to provide nutritious food, high protein food and food for infants, the elderly and those on special diets are in short supply. Food to satisfy the preferences of ethnic minorities is also needed."

The Funding

During the last year, all but four of the survey cities used city government funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts. Kansas City reported that while no government funds were spent to provide emergency food assistance, Kansas City government employees donated 20,375 pounds of food and $380 in the annual government employees food drive. The funds used by the cities came from a variety of sources:

- Seventy percent (16) of the responding cities used **locally generated revenues** to support local emergency food assistance efforts. These cities and the amount expended during the last year include:

Alexandria	$ 22,500

Chicago	2,000,000
Louisville	25,000
Minneapolis	150,000
Nashville	150,000
New Orleans	8,845
New York City	5,758,000
Norfolk	56,062
Saint Paul	24,700
San Diego	75,000
San Juan	54,000
Seattle	1,009,159
Trenton	45,000

- Seven cities (30 percent) used **state grants** for food assistance efforts. These cities and the amount expended during the last year include:

Boston	$ 214,000
New York City	5,758,000
Norfolk	25,096
Philadelphia	2,300,000
Saint Paul	70,000
Seattle	150,000

- **Stewart B. McKinney Homeless Assistance Act** funds (including FEMA Emergency Food and Shelter funds) were used by 78 percent (18) of the responding cities to support emergency food assistance efforts. These cities and the amount of McKinney Act funds expended include:

Alexandria	$ 7,000
Boston	257,071
Cleveland	431,284
Los Angeles	110,000
Louisville	442,000
Minneapolis	145,800
New Orleans	182,840
New York City	230,000
Norfolk	139,917
Saint Paul	35,000
San Antonio	283,900
San Diego	5,000
San Juan	364,000
Seattle	180,000
Trenton	19,603

- Thirty percent (seven) of the cities used **Community Development Block Grant** funds to support local emergency food assistance efforts. These cities and the amount of CDBG funds expended include:

Boston	$ 68,987
Chicago	655,000
Cleveland	746,200
Providence	45,000
Saint Paul	24,700
Salt Lake City	26,000

- Six (26 percent) of the cities used Community Services Block Grant funds to support local emergency food assistance efforts. These cities and the amount of CSBG funds expended include:

Alexandria	$ 31,581
Louisville	9,500
Minneapolis	5,000
San Antonio	8,000

Minneapolis, Philadelphia, Saint Paul and Seattle all reported using funds and food provided by the U.S. Department of Agriculture. Minneapolis and Seattle specifically identified the Temporary Emergency Food Assistance Program (TEFAP); Philadelphia received surplus commodities. New York City used AFDC and Emergency Assistance funds.

The Unmet Need

The demand for emergency food assistance was estimated to have gone unmet by an average of 14 percent in the survey cities. The unmet need ranges from 50 percent in Cleveland, 30 percent in Los Angeles, 25 percent in Nashville and 20 percent in Denver and Santa Monica to five percent in Minneapolis and Trenton and four percent in Chicago and Norfolk. Boston and San Antonio reported that none of the demand for emergency food assistance went unmet. Their officials expressed concern about the future, however:

- **Boston:** "Mayor Flynn has made the promise that no one in the City of Boston will go without a hot meal. To ensure this commitment, however, is becoming more and more difficult, as a patchwork effort of accessing food stamps, free meal programs and other emergency food supplies must be assembled. Many families receive a three-day emergency food supply from a food pantry, then must devise additional solutions to meet their ongoing needs for food."

- **San Antonio:** "There is not a percentage of unmet need only because the requests that are made are met. The demand for assistance, however, continues to grow and it is inevitable that if the primary causes of this problem are not addressed soon, the existing system will not be able to handle the continuing increasing demands."

Among the city officials' comments on unmet need:

- **Charlotte:** "Many of the elderly have trouble getting to the places where food is available."

- **Denver:** "The problem is supply and demand: There is an increasing demand for food because of the increasing homeless population, but funding and donations have not kept pace with this increase."

- **Hartford:** "Due to limitations on resources, smaller quantities are being distributed to more people."

- **Providence:** "This percentage (10 percent) represent people who do not know where to go to find food."

- **Salt Lake City:** "The biggest problems regarding the demand for emergency food assistance which goes unmet relate to geographical access and availability on weekends, holidays and during evenings."

In 86 percent of the responding cities, emergency food assistance facilities must turn away people in need because of lack of resources. Those cities are: Alexandria, Boston, Charleston, Charlotte, Chicago, Cleveland, Denver, Kansas City, Los Angeles, Minneapolis, Nashville, New Orleans, New York City, Norfolk, Philadelphia, Phoenix, Portland, Providence, Salt Lake City, San Diego, San Francisco, Santa Monica, Seattle and Trenton. Four cities -- Louisville, Saint Paul, San Antonio and San Juan -- said that facilities do not have to turn people away because of lack of resources. Among their comments:

- **Louisville:** "We are very concerned about the continual cut- backs in the surplus commodity food program."

- **Saint Paul:** "The food bank system is able to provide everyone with some of what they need, but not all of what they need."

- **San Antonio:** "The local food bank has established an effective service delivery network among its local distributors. Information about the food bank and its distribution sites is made available to all social service agencies in the city. Should a distribution site be unable to meet a request for assistance, the request will be met by another site in the network."

Among the comments of the city officials on emergency food assistance facilities having to turn away people in need because of lack of resources:

- **Alexandria:** "Periodically emergency food providers deplete stocks, and voucher programs must curtail services due to budget constraints. This does not appear to be a problem with congregate programs, though they are limited by seating capacity and the necessity for advance preparation. In many instances turn-aways result from restrictions on repeated use of a particular resource. A recurrent theme among providers, however, this year has been more rapid depletion of supplies."

- **Boston:** "The number of families requesting emergency food assistance has increased dramatically over the past year. Federal and state food distribution programs have been severely cut back in the past year as well."

- **Charlotte:** "There is never enough of anything to go around, particularly during the holidays. Turning away people seeking emergency assistance occurs primarily at those facilities which serve as shelters also. Once a shelter is at capacity it must turn away people regardless of their reason for coming."
- **Chicago:** "Family maintenance users (i.e. families who previously used food boxes as supplements at least six times per year) are limited to one issuance per year. Repeat requestors are turned away in order to conserve the supply of food for families with true emergencies."

- **Cleveland:** "Some sites are having to close down for several days a month when food supplies run out."

- **Denver:** "Items for special dietary needs are not always available, especially infant formula. Denver has seen a marked rise in the homeless AIDS population this past year, and the special food items required by these individuals (such as fresh milk) are seldom available."

- **Minneapolis:** "They are referred to other facilities."

- **Nashville:** "Sometimes clients are only able to get three food boxes every six months, or six per year, due to limited quantities. We have a number of families that come to us on a regular basis needing more than six boxes per year. We then must refer them to other services. In most cases, those individuals do not qualify for further assistance."

- **New Orleans:** "Food can be obtained once every three months. Repeaters are turned away."

- **Philadelphia:** "Soup kitchens have needed to limit the number of persons served. Food cupboards deplete their food supplies and close until a new shipment arrives."

- **Phoenix:** "The primary need is for staff and volunteers; the secondary need is for foodstuffs."

- **Portland:** "Several agencies refer singles elsewhere because of a lack of resources."

- **Providence:** "Food cupboards have in some instances had to turn way clients. Soup kitchens somehow manage to feed all in need."

- **Salt Lake City:** "Sometimes food supplies are limited and the number and frequency of visits are restricted. The problem is especially severe at the end of each month when food stamp allotments have been exhausted."

- **San Diego:** "Demands during certain periods of the month are greater than the food available at the food service agencies."

- **San Francisco:** "Healthy single males are turned away, as well as families who attempt to obtain more than three food boxes in a 12 month period."

- **San Juan:** "The Economic Aid Program had to reprogram its budget to be able to comply with the demands for its services. The Homeless Ambulatory Program had to limit for a period of seven months its emergency food assistance because of budgetary problems."

- **Seattle:** "Hot meal programs do not have the resources to serve the increasing number of people requesting meals. In addition, food banks, while attempting to serve all those who request food, must limit the amount of food distributed to each individual or family and set limits on the number of visits allowed each month."

- **Trenton:** "The facilities are not open long enough to take care of those in need."

CITY DATA ON HUNGER

CITY	PERCENTAGE INCREASE IN DEMAND FOR EMERGENCY FOOD	PERCENTAGE INCREASE IN FAMILIES' DEMAND FOR EMERGENCY FOOD	PERCENTAGE OF FAMILIES AMONG THOSE REQUESTING FOOD	LEVEL OF RESOURCES	FOOD ASSISTANCE FACILITIES PROVIDE ADEQUATE QUANTITY OF FOOD	FOOD ASSISTANCE FACILITIES PROVIDE NUTRITIONALLY BALANCED FOOD	ARE PEOPLE BEING TURNED AWAY?
ALEXANDRIA	17	na	na	decreased	yes	yes	yes
BOSTON	30	40	80	na	no	yes	yes
CHARLESTON	na	na	90	decreased	yes	no	yes
CHARLOTTE	50	20	95	same	yes	no	yes
CHICAGO	0	0	71	same	yes	yes	yes
CLEVELAND	20	20	70	decreased	no	yes	yes
DENVER	25	20	75	decreased	no	no	yes
HARTFORD	30	30	75	increased	yes	yes	na
KANSAS CITY	7	5	80	increased	no	varies	yes
LOS ANGELES	35	20	75	decreased	no	no	yes
LOUISVILLE	na	3	70	increased	yes	yes	no
MINNEAPOLIS	12	12	56	increased	no	yes	yes
NASHVILLE	5-10	2-5	80	same	no	yes	yes
NEW ORLEANS	27	16	78	same	yes	yes	yes
NEW YORK CITY	na	na	na	increased	yes	yes	yes
NORFOLK	na	na	62	increased	yes	yes	yes
PHILADELPHIA	na	na	80	increased	no	no	yes
PHOENIX	15	0	60	increased	yes	no	yes
PORTLAND	60	na	45	decreased	no	yes	yes
PROVIDENCE	30	50	50-60	same	no	yes	yes
SAINT PAUL	10	15	68	increased	yes	yes	no
SALT LAKE CITY	20-25	25	65	increased	no	yes	yes
SAN ANTONIO	5	15	95	increased	yes	yes	no
SAN DIEGO	10-15	na	75	increased	yes	yes	yes
SAN FRANCISCO	0	na	83	same	yes	yes	yes
SAN JUAN	1,400	94	94	increased	yes	yes	no
SANTA MONICA	20	20	25	increased	yes	often	yes
SEATTLE	*	10	60	decreased	no	no	yes
TRENTON	30	20	80	same	no	yes	yes

* Food bank visits increased by 33 percent, hot meals provided by 58 percent.

Homelessness

During the last year overall requests for emergency shelter increased by 24 percent in all but six of the survey cities. Requests for shelter by homeless families alone increased by 17 percent, in all but seven of the survey cities. In seventy percent of the survey cities shelters must turn away homeless families because of lack of resources. Shelters in two-thirds of the survey cities must turn away other homeless people because of lack of resources. The city officials estimate that 19 percent of the requests for shelter by all homeless people went unmet during the last year, and that 16 percent of the requests by homeless families alone went unmet. The number of emergency shelter beds for homeless people increased by an average of three percent in the survey cities. Transitional housing units increased by an average of 12 percent in the survey cities. Officials in four out of five of the survey cities have seen evidence of change in public sentiment toward homeless people, and in the majority of these cities (57 percent) there are more negative attitudes.

THE PROBLEM

The Demand for Emergency Shelter

Four out of five of the survey cities reported an increase in requests for emergency shelter during the last year; three cities -- Hartford, Nashville and Philadelphia -- reported that the number of requests for shelter remained the same; Kansas City, New York City and Portland reported a decline in the number of requests.

Across all of the survey cities, the average increase in requests for shelter was 24 percent. The percentage of increased requests ranges from 142 percent in Charleston, which cited Hurricane Hugo as the cause for the significant increase, to 50 percent in Charlotte, 40 percent in San Juan, 35 percent in Providence, and just under one-third in Trenton and Alexandria to between five and ten percent in Chicago, Louisville, Phoenix and Saint Paul.

Nearly three out of four (74 percent) of the survey cities reported an increase in requests for shelter by homeless families. These requests increased by an average of 17 percent across the survey cities during the last year. In Alexandria, Charleston, Philadelphia and San Juan, the number remained the same. In Kansas City, Minneapolis and San Francisco, they decreased.

Increases in requests for shelter by homeless families ranged from 60 percent in Phoenix, 40 percent in New Orleans, 36 percent in Cleveland, less than one-third in Trenton and 30 percent in Providence and Salt Lake City to ten percent in Norfolk and five percent in San Antonio.

The Length of Time People are Homeless

Seventy percent of the cities reported that the length of time people are homeless increased during the last year. Seventeen percent of the cities reported that the length of time had remained the same; 13 percent said the length of time had decreased. Among the explanations of those cities reporting an increase:

- **Alexandria:** "The average length of stay, particularly for families, has significantly increased over the last year. There are a number of factors involved, including: less opportunity for relocation to subsidized housing (waiting lists are now closed), more single parent families sheltered and more families entering the shelter with multiple dysfunctions and contributing problems."

- **Boston:** "As the state psychiatric institutions continue to discharge mentally ill people to the streets, those individuals are remaining in shelters indefinitely. Many units of special needs housing have been developed, but state budget cuts have prohibited their opening due to lack of operating funds. Decreases in state housing subsidies and statewide unemployment on the rise also contribute to peoples' inability to become self-sufficient and, therefore, they remain in shelters. Reductions in job training programs and increasing regional unemployment have also contributed to longer shelter stays."

- **Charleston:** "Less affordable housing is available since Hurricane Hugo."

- **Charlotte:** "Since we are seeing more homeless people, it is more difficult to help them find jobs and housing due to lack of non-skilled jobs and affordable housing."

- **Denver:** "Because more and more homeless people are emigrating to Denver, we have less and less space in which to house them. Our shelters and welfare hotels are full. We need to develop our housing resources in order to accommodate the increasing homeless population, but funding for that is limited."

- **Minneapolis:** "About 20 percent of shelter users have been without their own home for more than one year. About 18 percent of shelter users have been in the same shelter for more than 31 nights. The average length of stay is about eight nights."

- **New Orleans:** "In New Orleans, due to a lack of resources, the service delivery system has not been developed to the point where there is a continuum of housing options when moving from emergency shelter to transitional housing and finally to permanent housing. This gap in services hinders a homeless person from effectively using job opportunities and case management services."

- **Phoenix:** "It depends upon the cohort with which they are identified and the services available to that group. Most of the single individuals who were on the streets one year ago and suffered from mental illness and/or substance abuse have added one more year to their homeless experience. Probably only a small percentage of the families that were on the street one year ago, find themselves still there."

- **Providence:** "The time frame has gone from four to six weeks to two to three months."

- **San Antonio:** "Due to the immediate unavailability of affordable housing units, it has become necessary to hold homeless people for longer periods of time in shelter facilities."

- **Santa Monica:** "Santa Monica is having a low impact on decreasing the number of homeless people due to the lack of emergency shelters, transitional housing options and permanent housing for special populations, such as individuals suffering from mental illness and substance abuse."

Chicago officials explained why the length of time people are homeless in that city has stayed the same over the last year:

> "Shelter providers cite required client accountability and substance abuse as the major reasons why shelter stays have not increased in length. While clients may come to a shelter as the result of a financial or housing crisis, many find it difficult to follow the 'rules of the house.' Others, who are not ready to tackle their alcohol or drug dependencies, find the shelter living arrangement intolerable. No good data are presently available on the total period of homelessness, including time unsheltered or residing in multiple shelters."

The Population

Across the survey cities, single men comprise 51 percent of the homeless population. Families with children comprise 34 percent of the homeless population, single women 12 percent and unaccompanied youth three percent. City officials reported that 46 percent of the homeless population is black, 34 percent is white, 15 percent is Hispanic, three percent is Native American and one percent is Asian. (The numbers for racial and ethnic composition do not total 100 percent due to rounding.)

Persons considered mentally ill account for 28 percent of the homeless population in the survey cities. Substance abusers account for 38 percent. In the survey cities, 24 percent of the homeless people are employed in full- or part-time jobs and 26 percent are veterans. Six percent of the homeless people in the survey cities are persons reported to have AIDS or HIV-related illness.

- Cities in which **single men** comprise 60 percent or more of the homeless population include Charleston, Charlotte, Hartford, Minneapolis, Nashville, Phoenix, Salt Lake City and San Diego. They account for 36 percent of the homeless population in San Antonio, 35 percent in Denver and New York City, 31 percent in Chicago, 30 percent in Los Angeles, 15 percent in Trenton and 13 percent in Kansas City.

- **Families with children** account for 40 percent or more of the homeless population in Alexandria, Kansas City, Los Angeles, Louisville, New York City, Philadelphia, Portland, San Antonio and Trenton. They comprise one-fifth or less in Charleston, Minneapolis, Nashville, Phoenix, Santa Monica and Washington, D.C.

Among homeless families in the survey cities, an average of 59 percent of the family members are children. Children account for 60 percent or more of the family members in Charlotte, Cleveland, Denver, Kansas City, Los Angeles, Minneapolis, New Orleans, Philadelphia, Phoenix, Saint Paul, San Francisco, Santa Monica, Salt Lake City, San Antonio, San Diego, Seattle and Trenton.

Since families with children comprise 34 percent of the homeless population in the survey cities, and 59 percent of the family members are children, one can estimate that children who are members of homeless families comprise 20 percent of the homeless population in the survey cities. Since an additional three percent of the homeless population in the survey cities are unaccompanied youth, it can be estimated that children account for 24 percent of the homeless population.

Also among homeless families in the survey cities, 77 percent are headed by a single parent. Three-fourths or more of the homeless families are headed by a single parent in Alexandria, Boston, Charlotte, Charleston, Chicago, Cleveland, Kansas City, Los Angeles, Minneapolis, New Orleans, New York City, Philadelphia, Phoenix, Saint Paul, San Antonio, San Francisco and Santa Monica, Trenton and Washington, D.C.

- Cities in which **single women** comprise 14 percent or more of the homeless population are: Boston, Cleveland, Detroit, Los Angeles, Nashville, San Francisco, Santa Monica and Washington, D.C. They account for five percent or less in Charleston, Charlotte, New Orleans and Trenton.

- **Unaccompanied youth** (age 18 and under) account for 12 percent of the homeless population in Denver and Seattle, 10 percent in Los Angeles and San Francisco, nine percent in San Antonio and eight percent in New Orleans.

- Cities in which **blacks** comprise more than three-fourths of the homeless population include Alexandria, Chicago, Cleveland, Philadelphia, Trenton and Washington, D.C. Blacks account for less than 15 percent in Phoenix, Salt Lake City, San Antonio and San Juan.

- **Whites** account for 40 percent or more of the homeless population in Charlotte, Chicago, Kansas City, Phoenix, Providence, Salt Lake City and Seattle. They make up less than one-fifth of the homeless population in Alexandria, Cleveland, New York City, Philadelphia, Portland, San Juan, Trenton and Washington, D.C.

- **Hispanics** account for 100 percent of the homeless population in San Juan, 60 percent in San Antonio, 28 percent in Los Angeles, 22 percent in Hartford, 20 percent in Phoenix, 18 percent in New York City, 15 percent in Santa Monica, 14 percent in Providence and 13 percent in Portland.

- Eighteen percent of the homeless population in Phoenix are **Native Americans**. They compose 12 percent in Nashville, nine percent in Seattle, eight percent in San Antonio, five percent in Portland and four percent in Saint Paul.

- **Asians** account for five percent of the homeless population in Providence, three percent of the homeless population in Seattle and one percent in Charleston, Charlotte, Nashville, Phoenix, Salt Lake City, Trenton and Washington, D.C.

- Cities in which **mentally ill persons** comprise 30 percent or more of the homeless population include Charlotte, Cleveland, Denver, Hartford, Los Angeles, Louisville, Phoenix, Salt Lake City, San Diego, San Francisco and Santa Monica. Louisville officials report that 80 percent of the homeless single adult population and 40 percent of homeless families need mental health intervention. Boston officials report that 70 percent of homeless single adults are mentally ill. They make up 15 percent or less of the homeless population in Alexandria, Kansas City, Philadelphia, Phoenix, Portland and Seattle.

- **Substance abusers** comprise 40 percent or more of the homeless population in Alexandria, Boston, Charleston, Charlotte, Cleveland, Denver, Louisville, New Orleans, Portland, Santa Monica, Seattle and Trenton. They account for 20 percent or less in Chicago, Nashville, Saint Paul and San Antonio.

- Cities reporting that five percent or more of the homeless population are **persons with AIDS or HIV-related illness** include Boston, Charleston, Cleveland, Los Angeles, Nashville, New Orleans, Philadelphia, San Francisco and Santa Monica. It should be noted that only 43 percent (13) of the cities had data available which allowed them to respond to this question.

- One-fourth or more of the homeless population were **employed in full- or part-time jobs** in Alexandria, Boston, Charleston, Charlotte, Denver, New Orleans, Phoenix and Portland. Fifteen percent or less were employed in Chicago, Kansas City, Philadelphia, Seattle and Trenton.

- **Veterans** account for 30 percent or more of the homeless population in Boston, Charleston, Charlotte, Denver, Los Angeles, Louisville, Nashville, New Orleans, Phoenix, Salt Lake City, San Diego, San Francisco and Santa Monica. They account for 10 percent or less in Cleveland, Kansas City, Philadelphia and Trenton.

The Conditions Faced by Homeless Families and Individuals

The city officials were asked to describe the conditions faced by an actual homeless family or individual in their city. Below are brief case studies of homeless families:

- **Alexandria:** Ms. F. is a 24-year-old single parent with four children ranging in age from six to 11 years. She and her children are dependent on public assistance. Ms. F. comes from a large family which experienced numerous problems during her childhood. She and her siblings spent time in the foster care system. Ms. F went no further than the eighth grade in a formal school setting. Since turning 18 years old she has had a permanent residence of her own. Along the way Ms. F began using drugs and was heavily addicted to crack cocaine for nearly two years. She faced the prospect of losing her own children to the court system, just as she herself had faced family dissolution as a child.

  Prior to entering the shelter last winter she made the decision to seek treatment and work hard at it for once. Ms. F. recently celebrated one year of sobriety and is deeply involved in facilitating Narcotics Anonymous meetings. While in the shelter she began to attend adult education classes

in preparation for entering the job market. Ms. F. was selected for a Department of Human Services long-term case management demonstration project for homeless families as a result of her motivation and has now obtained her first apartment with financial help from the agency.

Boston: Sandra, a mother of three children, ages one, three and five years, was living in Florida with her husband. He was working, though Sandra was receiving some public assistance as well. Sandra's husband left one day without notice and is nowhere to be found. Sandra moved to Boston to stay with her mother and her mother's boyfriend. It has been three months with the six of them in a one bedroom apartment. The mother's boyfriend has given Sandra a deadline of one week in which she must find other accommodations.

- **Chicago:** A 36-year-old male, single parent came to the Near North Community Service Center requesting shelter. After his discharge from the Navy, he returned to Chicago with a baby son, whose custody he had recently been awarded. His arrangements to stay with a relative were ended when he was unable to provide financial support for the care of himself and his child.

  Staff placed him at a motel for seven days at the Chicago Department of Human Services' expense. Staff assisted him in obtaining needed documents in order to apply for public assistance. Staff then placed him in a shelter, but the shelter's rules and the lack of child care were a source of problems and interfered with the job interviews which had been set up for him by staff.

  He stayed with his sister for a short while. Again the arrangement was ended, when he was unable to provide financial support for the care of himself and his child. Staff placed him at a motel for another seven days. During this period with his sister and at the motel, staff provided him with emergency food, baby formula, cereal and carfare to assist him in keeping his job appointments. Finally, his public assistance application was approved and he immediately returned to his sister's home because he could then support himself and his child.

  Later the client was temporarily hired by a health center as a social worker aide. He was such an excellent worker that he was referred to another DHS delegate agency were he was hired for a full-time position. He now resides in a two-bedroom apartment with his son. He is also a volunteer member of the newly formed Near North Youth Council.

- **Cleveland:** A 31-year-old mother of five is a former crack cocaine addict who was imprisoned for eight months. Her children have been living with relatives and in foster homes. Because of a transitional housing opportunity, she now has all of her children together. She is in a drug treatment program and will be enrolling in cosmetology school.

- **Kansas City:** The client is a 27-year-old single female parent of four children. She became homeless while pregnant with her fourth child. She was on maternity leave without pay from her job with the U.S. Postal Service. Her situation was worsened by her drug addiction problem.

  After participating in a homeless case management program she overcame the addiction problem with the help of a drug rehabilitation program and a Narcotics Anonymous group. The client is now in her own home, has completed

a job readiness program (having lost her job with the post office), and is now attending school at a community college. She has set goals for herself and her family, and is on the way to achieving them.

- **New Orleans:** A family of six includes a single mother with five children ranging in age from two to 15 years. The children are both boys and girls. The father was killed about a year ago. The mother lost her job. The family was split up between relatives because the mother did not want the older boys to have sleep in the dorm with older men. There is no emergency shelter that will accept families that include older male children.

  The housing counselor gave the mother a federal preference letter for the Public Housing Authority. Within two to three weeks, she had an apartment in one of the housing developments. Her former employer rehired her part-time. The case is being followed-up with the social worker for counseling and support services. The family is now doing well.

- **San Diego:** A mother with three children has limited ability to speak English. She entered a homeless shelter; temporary shelter for the family was arranged for 30 days. During this period, the father was reunited with the family. Transitional housing arrangements were made. The mother attended English as a second language classes; the children were enrolled in school or day care.

- **San Francisco:** A single mother with four children left her house and job in Los Angeles to escape a physically, mentally and sexually abusive situation. She came to San Francisco because she had a friend here, but when she arrived her friend could not take her in. The friend, with the assistance of a priest in the Mission district, was able to refer her to the Hamilton Family Center, where she lived for one-and-one-half months. This was a stressful time for her, as she found herself to be the victim of discrimination and harassment as a woman who only spoke Spanish and had blond hair and green eyes. Whenever she left the premises, others would go through her belongings and generally make life impossible for her. Her illegal alien status made her ineligible for public assistance, causing her to rely heavily on a Department of Social Services social worker.

  The social worker was able to get her into Lifeline Women's Shelter, which has been an ideal setting for her for the last year and one-half, even though there are no other Spanish-speaking residents there. Her children have all been enrolled in school and are achieving A's and B's exclusively. She is performing housekeeping work 20 to 30 hours per week for $7 to $8 per hour. An attorney is helping her pro-bono with legalization. All of this came about through the efforts of the homeless program social worker.

- **Santa Monica:** An excerpt from a letter to St. Joseph's Center:

  Last night we were at such a loss. I didn't know what was going to happen to us. I was just at the point of giving up. Like there was no hope at all. I am scared, and I guess until we are stable I will always be. Last night I was at the point of just -- well, I had just had it. You really went beyond the call of your job in caring for our safety. No words could I ever say that would really express the appreciation I feel for what you have done for my family. Five nights I hadn't gotten any sleep until I was just so

drained out. But last night, my baby and I slept all night. After I was able to wash well and lock the door, I was able to calm down somewhat and to sleep knowing we would not be hurt, we would be safe. This is the first time I have seen my son really clean and happy. He is able to play without anyone telling him "he is going to get it." He also was free to use the bathroom without fear, without having to hold it until the next day.

These may be small things to some, but once you really have to go through it, it's a great deal to face. Therefore, the love, support and caring you have shown us is more than I could ever put into words. Thank you for feeding us, keeping us safe, and allowing us to put our heads down, thanking God one more day that my son and I are still alive and well. May God keep you always.

Elizabeth and family

- **Seattle:** A family of two parents and two young children recently moved to Seattle from another state. They had been on AFDC in their previous location, and came to Seattle looking for work. When they got here they found that it was more difficult to find work and secure low-cost housing than they had expected. After using up all of their savings on the trip and hotel costs, they sought emergency shelter through a local non-profit agency.

  The agency provided them with emergency housing for three weeks, assistance with emergency food and other supplies, and information and assistance for public assistance, employment, subsidized housing, health care, day care and other community resources. Although the family had to move to another shelter program for additional assistance, after that time they were able to move into a transitional housing program until they were able to stabilize their income from employment.

- **Trenton:** A mother with four children lived with her mother in an apartment. She held two jobs and was saving up for her own place. The family was in a serious car accident which left the mother in a wheelchair. The mother and her four children were forced to move to a welfare hotel because she couldn't get up the stairs of her mother's apartment.

Below are brief case studies of homeless adults:

Charleston: Thomas is a 60-year-old man who has been living at the shelter for most of the past year. Thomas has been a house painter for most of his life, and has also worked in a fish market stocking ice. He lost these jobs, however, due to severe arthritis which made it difficult to lift, bend or stand for long periods of time. With a fourth grade education, he is not able to perform anything other than manual labor. He came to the shelter when he was out of money and had no other alternative.

Here he has a safe place to stay and gets two meals a day. On good days Thomas helps around the shelter, cleaning and sweeping. Sometimes the pain, secondary to arthritis, was so severe that Thomas would "self-medicate" himself with alcohol which, in turn, made his situation even worse. Thomas was linked with a social worker, who then referred him to the medical clinic. Through the efforts of the social work staff and many appeals to the Social Security office, nine months later Thomas was finally approved for Social Security Disability. He is now looking for his own apartment and will be

able to purchase proper shoes and glasses, which he has needed for a long time.

Charlotte: Clarence T., age 44, became a homeless person in Key West, when a small houseboat he owned and lived in sank. He moved to Wisteria Island and made his living playing a ribbon in Key West. One day he says he "got sick and tired of being sick and tired" and headed toward the Charlotte area. He arrived in Charlotte by bus in May.

While still at the bus terminal, he called the Salvation Army and was given the address of the Uptown Shelter. When he arrived at the shelter, he had very little money and few belongings. At the shelter he found a safe place, food and a place to sleep. Along with these basic needs, he also found the support he needed to help him get his life back on track. Through the encouragement of an alcoholism counselor, he began to attend Narcotics Anonymous meetings. She helped him to realize that his addiction to drugs had helped put him on the road to homelessness. The weekend night supervisor helped Clarence find permanent employment with a restaurant, where his talents as a chef are valued by his employer. With the help of his employer, Clarence acquired a car to help him get to work and to Narcotics Anonymous meetings.

Within a few weeks of arriving in Charlotte, broke and homeless, Clarence moved into permanent housing. Clarence and his roommate saved the money for the deposit on the apartment and for a portion of the rent. The shelter paid $250 toward the first month's rent with grant money from FEMA, and Traveler's Aid handled the deposit for the electricity. Once again, Clarence is a tax-paying citizen.

- **Louisville:** Anita is a 46-year-old white female. She is a diagnosed manic depressive. She is mean, dirty and unable to take care of herself in any meaningful way. She causes such havoc in shelters that she is banned from all of them. She does not take medications, and is, in effect, discharged to our gutters.

- **Minneapolis:** Stephen is a 41-year-old single white male who grew up in Wisconsin. He moved here less than one year ago from Iowa, has his G.E.D. and was trained to repair shoes. Currently, however, he is unemployed. Stephen is a Vietnam veteran who received an honorable discharge from the service. He reports that he has a drinking problem, but that he has been through the treatment program at the Veteran's Hospital and is now sober. Stephen has no physical or mental health problems and would like to find a job.

- **Nashville:** Mr. P., age 51, and his wife, age 52, have a long history of homelessness and extensive medical problems. They have lived in this county for 18 years and are the parents of five grown children, with whom they have no contact. In the past, they have gained employment by selling flowers, collecting tin cans and performing odd jobs, when they were able. For the past two years, they have lived in a "homemade" shack located beneath the bridge of a local interstate highway. Mr. P. recently suffered a stroke and has serious heart problems and high blood pressure. Ms. P. has a serious hip malady.

Mr. and Mrs. P. received medical care primarily through the Downtown Clinic for the Homeless and Nashville General Hospital. They were certified for free drugs and hospital care through Metro Social Services. Through the efforts of the Downtown Clinic and an interested community volunteer, Mr. and Mrs. P. were finally approved for SSI benefits, after several previous rejections. Through the efforts of the MSS housing counseling worker, they were approved for an assisted rent deposit for public housing at a rent they could afford. This is the first time they have had a steady income and are living in a decent apartment with affordable rent based on their SSI income.

- **Norfolk:** A married couple has returned to the United States. The husband is a substance abuser and Navy veteran who was in Scotland until his discharge. They came to live with his brother, but were put out after a dispute. The wife now has a job. The husband is in a homeless employment program. They had marital problems, but were able to work them out with the help of community agencies. They were referred to the Homeless Prevention Program, from which they received a six-month interest-free loan for housing.

- **Saint Paul:** Jordan is 22 years old and dropped out of high school in 10th grade. He was sexually and physically abused as a young person. Most of his life had been spent in Saint Paul although the family lived out of the state for a time. He is an alcoholic and has been through treatment three times. He lost his job washing dishes because he came late too often. He was evicted from his apartment when the landlord discovered he had been fired from his job. He has looked for work every day and has worked at a warehouse several days. Jordan feels he lacks employment skills. Transportation is also a problem. If he hadn't known about the Union Gospel Mission he says he would have had to "sleep outside somewhere."

- **San Juan:** A 25-year-old, unemployed man, by his own initiative, requested the service of an emergency shelter, since he finds himself without a permanent and adequate residence. The young man was receiving treatment in an institution until he decided to end the treatment. He indicates that he has no family since he is rejected by them. The young man has a B.A., with a concentration in computers and accounting from the University of Puerto Rico. At this time the young man is separated from his wife and two-year old son and is in the process of divorce.

- **Santa Monica:** Roberta, a 45-year-old nurse with a PhD from UCLA, has been living in and out of shelters, collecting only unemployment insurance since December, 1988. At that time, she came to the Venice Family Clinic diagnosed with multiple medical problems, including a seizure disorder, high blood pressure, dental problems and depression. She lost her job of many years due to illness. She has not been able to qualify for disability benefits, however. At her last visit to the Clinic, she said: 'People just don't understand how sad I feel about the losses in my life -- my husband, friends, my job and now the loss of my physical and emotional health.' Roberta still remains in and out of shelters, despite all of the help she receives from the Venice Family Clinic.

The Causes of Homelessness

A number of diverse and complex factors have contributed to the problems of homelessness in cities. Many of those causes are interrelated. Listed in order of frequency, the following causes were identified by the cities in response to an open-ended question: the lack of affordable housing and other housing problems; mental illness and the lack of needed mental health services; substance abuse and the lack of needed substance abuse services; unemployment, underemployment and other employment related problems; poverty and lack of income; inadequate benefit levels in income assistance programs; and family problems.

The Lack of Affordable Housing — Every city except San Juan identified the lack of housing affordable by low income persons as one of the main causes of homelessness. Four cities -- Alexandria, Chicago, Norfolk and Washington, D.C.-- specifically identified evictions.

Mental Illness and the Lack of Needed Mental Health Services — Twenty cities identified mental health services and the lack of needed mental health services as a main cause of homelessness. These cities are Alexandria, Boston, Charlotte, Chicago, Cleveland, Denver, Hartford, Louisville, Minneapolis, Nashville, New Orleans, New York City, Norfolk, Philadelphia, Phoenix, Saint Paul, Salt Lake City, San Diego, Santa Monica and Trenton.

Substance Abuse and the Lack of Needed Substance Abuse Services — Twenty cities as well cited substance abuse and the lack of services needed by substance abusers as a major cause of homelessness. Those cities are Alexandria, Charleston, Charlotte, Cleveland, Denver, Hartford, Kansas City, Louisville, Minneapolis, Nashville, New York City, Philadelphia, Portland, Saint Paul, Salt Lake City, San Diego, San Juan, Santa Monica, Trenton and Washington, D.C.

Unemployment and Other Employment-Related Problems — Nineteen of the survey cities identified unemployment and other employment-related problems, such as underemployment, low wages or the lack of needed skills, as a main cause of homelessness. Those cities are Alexandria, Charlotte, Cleveland, Denver, Hartford, Kansas City, Los Angeles, Louisville, Minneapolis, Nashville, New Orleans, Norfolk, Philadelphia, Phoenix, Salt Lake City, San Antonio, San Diego, Santa Monica and Washington, D.C.

Poverty or the Lack of Income, Inadequate Benefit Levels in Public Assistance Programs — Sixteen cities identified poverty, or insufficient income, as a major cause of homelessness. Those cities are Alexandria, Chicago, Cleveland, Kansas City, Los Angeles, Louisville, Minneapolis, New Orleans, Phoenix, Providence, Saint Paul, Salt Lake City, San Antonio, Santa Monica, Trenton and Washington, D.C. Related to this, seven cities cited inadequate benefit levels in public assistance programs as a main cause of homelessness. These cities are Boston, Charleston, Hartford, Philadelphia, Salt Lake City, San Francisco and Seattle.

Family Problems — Six cities identified problems related to the dissolution of the family as a cause of homelessness. Chicago cited family crisis. Norfolk, Providence and Saint Paul listed domestic violence, Salt Lake City the lack of a family support network and Trenton loose family ties and commitments.

SERVICES FOR HOMELESS PEOPLE

Emergency Shelter Beds

Across the survey cities, the number of emergency shelter beds for homeless people increased by an average of three percent. The number of shelter beds increased in 10 cities: Boston, Chicago, Los Angeles, Louisville, Minneapolis, Salt Lake City, San Diego, San Francisco, Trenton and Washington, D.C. It remained the same in 13 cities: Charleston, Charlotte, Cleveland, Denver, Hartford, Nashville, Norfolk, Philadelphia, Providence, Saint Paul, San Antonio, San Juan and Santa Monica. It decreased in Alexandria, Kansas City, New Orleans, New York City, Phoenix, Portland and Seattle.

The rate of increase ranged from 42.5 percent in Chicago, 25 percent in Trenton, 15 percent in San Diego and 12 percent in Boston to three percent in Kansas City, Minneapolis and Seattle. The number of shelter beds in New York City declined by 17 percent, in Alexandria by eight percent, in Portland by six percent and in Kansas City, New Orleans and Seattle by three percent.

The overall number of shelter beds specifically for homeless families also increased by three percent in the survey cities. The number of such beds increased in nine cities: Boston, Chicago, Kansas City, Louisville, Los Angeles, Phoenix, Salt Lake City, Trenton and Washington, D.C. Increases in the number of shelter beds specifically for homeless families were 50 percent in Chicago, 22 percent in Louisville, 21 percent in Washington, D.C., 10 percent in Phoenix, six percent in Kansas City and three percent in Boston and Los Angeles. The number remained the same in 19 cities: Alexandria, Charleston, Charlotte, Cleveland, Denver, Hartford, Minneapolis, Nashville, New York City, Norfolk, Philadelphia, Portland, Providence, Saint Paul, San Antonio, San Diego, San Juan, Santa Monica and Trenton. It declined by 10 percent in New Orleans and by two percent in San Francisco.

Transitional Housing Units

The number of transitional housing units increased by an average of 12 percent in the survey cities last year. Seventeen cities reported an increase: Alexandria, Boston, Chicago, Cleveland, Hartford, Los Angeles, Louisville, Nashville, Philadelphia, Phoenix, Providence, Saint Paul, Salt Lake City, San Francisco, Seattle, Trenton and Washington,D.C. The rates of increase ranged from 100 percent in Providence, 51 percent in Washington, D.C., 38 percent in Chicago, 21 percent in Boston and 20 percent in Nashville and Saint Paul to 10 percent in Cleveland, Phoenix, and Seattle to six percent in Boston and less than five percent in Los Angeles.

The number of transitional housing units remained the same during the last year in 12 cities: Charleston, Charlotte, Denver, Kansas City, Minneapolis, New Orleans, Norfolk, Portland, San Antonio, San Diego, San Juan and Santa Monica. It did not decrease in any cities.

The number of transitional housing units specifically for homeless families increased by an average of 22 percent in the survey cities during the last year. Those cities reporting an increase include Alexandria, Boston, Chicago, Cleveland, Hartford, Los Angeles, Louisville, Nashville, New York City, Philadelphia, Phoenix, Providence, Saint Paul, Salt Lake City, San Francisco, Seattle, Trenton

and Washington, D.C. The rate of increase ranged from 200 percent in Cleveland, 100 percent in Providence, 76 percent in New York City, 38 percent in Chicago, 21 percent in Alexandria and Washington, D.C., 17 percent in Saint Paul and 15-20 percent in Seattle to five percent in Phoenix and two percent in Louisville.

The number of transitional housing units specifically for homeless families remained the same in 11 cities: Charleston, Charlotte, Hartford, Kansas City, Minneapolis, New Orleans, Norfolk, Portland, San Antonio, San Diego, San Juan and Santa Monica.

The following table shows the number of shelter beds and transitional housing units in selected survey cities:

CITY	SHELTER BEDS	FAMILY SHELTER BEDS	TRANSITIONAL UNITS	FAMILY TRANS. UNITS
Alexandria	223	134	17	17
Boston	3,422	612	405	55
Charleston	315	50	19	na
Charlotte	507	40	220	10
Chicago	2,191	1,504	951	951
Cleveland	485	220	83	12
Kansas City	1,998	1,298	37	18
Louisville	1,129*	68 (units)	171	55
Minneapolis	800	130	na	na
Nashville	660	160	na	7
New Orleans	787	188	6	6
New York City	10,158	1,453	na	2,500
Norfolk	247	83	0	0
Philadelphia	3,000	na	na	na
Phoenix	900	350	250	30
Portland	760	121	465	207
Providence	174	48	28	22
Saint Paul	303	55	76	na
Salt Lake City	425	100	40	40
San Antonio	850	na	0	0
San Diego	900	350	200	125
San Francisco	1,867	246	na	na
San Juan	114	40	0	0
Santa Monica	458	100	15	0
Seattle	1,777	1,100	365	193
Trenton	182	91	12	12
Washington, D.C.	2,467	654	347	243

* plus 68 family units

Family Breakup — A Requisite for Shelter

In 62 percent of the survey cities homeless families may have to break up in order to be accommodated in emergency shelters; 11 cities reported that families do not have to break up. The cities in which families may have to break up to be

sheltered are Boston, Charlotte, Chicago, Cleveland, Kansas City, Louisville, Los Angeles, Nashville, New Orleans, Norfolk, Portland, Providence, San Antonio, San Diego, San Juan, Santa Monica, Seattle and Trenton. Among the city officials' explanations for families not being able to be sheltered together:

- **Boston:** "Two-parent families or those with older male children may have to breakup because many family shelters do not admit males over the age of 12 years."

- **Charlotte:** "Women and children are housed in one shelter and men in another. There are a limited number of units reserved at local resident hotels through a cooperative agreement that allows families who meet the criteria to be referred for emergency shelter for a short term only."

- **Chicago:** "Most transitional shelters do not accept males over the age of 14 (children or spouses). Often male family members are placed in overnight shelters while female members stay in transitional facilities. When this is not feasible, or acceptable to the family, placement is usually arranged at a hotel."

- **Cleveland:** "There are a limited number of units that will accommodate whole families. Women's shelters will not allow male children over 12 years old to stay with the family."

- **Kansas City:** "At times if marriage cannot be 'proven,' some shelters require that the man be housed at a different facility than the woman and children."

- **Los Angeles:** "Often couples without children are separated. Numerous shelters do not allow couples to share space without proof of marriage with or without children. Men find shelter in men-only shelters."

- **Nashville:** "Families usually must break up by age and sex, especially in the larger shelters. Some of the small shelters have family units which do not require breakup. Several new family shelters are in the planning stages. FEMA emergency motel lodging does not require families to break up in order to accommodate them."

- **New Orleans:** "Intact families must split up in most cases. There are problems providing shelter to men with female children and women with boys over 12 years of age."

- **Norfolk:** "Some shelters keep the family together as a unit. Others allow family members of the same sex to stay together. If there is a mother and son and the son is over a certain age (seven in some cases, 12 in others), he is not allowed to share a room with his mother and must stay in an all-male ward in the same facility."

- **Portland:** "Some facilities accommodate women and children only. Others serve all families together."

- **San Antonio:** "The shelters are able to provide a limited number of family unit rooms. Once these are assigned it is necessary to place additional families in dormitory-style rooms, with men and women separated."

- **San Juan:** "According to the personnel of the five agencies that were interviewed, in San Juan there are no shelters which provide accommodations for the complete family unit. Currently the men are sent to a separate shelter and the mother and children may be sent together to another facility."

- **Seattle:** Some families do have to break up to be sheltered, "although 445 (72 percent) of the emergency shelter beds in the city for families will provide services to two-parent families."

- **Trenton:** "Most shelters place females together, males together, and females with children together."

Among the comments of cities where families are not required to break up to be sheltered:

- **Alexandria:** "As a rule shelters do not separate families or require any break-up of the family unit. Due to the number of available beds and configuration of the shelters, however, some particularly large families may in fact not be housed in the same room."

- **Denver:** "There is no shelter policy which requires families to separate for accommodation into emergency shelter facilities. Family units are encouraged to stay together."

- **Minneapolis:** "Hennepin County will provide a voucher for a local motel if the shelter is not suitable or space is not available."

- **Philadelphia:** "The city's central intake and placement process is responsible for placing families as a unit. While certain shelters exclude adult or teenage males, the system is able to keep families intact by using shelters without such restrictions."

- **Phoenix:** "Some shelters geared to individuals still segregate males and females, but the emergence of family shelters allows most families now to remain intact."

- **Saint Paul:** Generally families do not have to break up in order to be sheltered "because of a supply of family spaces in one of the shelters. If it becomes full, temporary arrangements (one to seven days) are made at area motels until people can move into shelters. This is true for families with children. Couples without children, however, may be housed in separate shelters."

- **Salt Lake City:** "Families with children stay together. If they do not have children with them, they sleep separately at the men's and women's shelters."

- **Santa Monica:** "Teenage boys are often not welcome; posing a threat to shelter providers. Depending on family size, a male parent is sometimes excluded from the motel voucher program."

Limitations on the Use of Shelter Facilities/ Alternatives During the Day

Fourteen (48 percent) of the cities reported that homeless families may have to leave shelters in which they are staying during the day. Fifteen (52 percent) said they did not. Those cities in which families may have to leave shelters during the day are Alexandria, Cleveland, Denver, Kansas City, Los Angeles, Nashville, New Orleans, Norfolk, Phoenix, Portland, San Diego, Santa Monica, Seattle and Trenton. Among the cities' comments on the necessity of leaving shelters and where homeless people go during the day:

- **Alexandria:** "Homeless families are encouraged to be out of the shelter during the day to participate in service activities designed to promote self-sufficiency and relocation (employment, job search, job training, education, housing search, etc.). Child care services are offered and readily available to facilitate these activities. However, families with a presenting reason for remaining in the shelter, such as illness or care of an infant, may do so."

- **Cleveland:** "All shelters close for part of each day. Families go to seek apartments, employment, etc. A day care center to serve shelter residents is being established. The Downtown Drop-In Center provides day time services to the homeless."

- **Denver:** "Families usually travel to other homeless service provider agencies for auxiliary servicing. This may include family counseling, daily meals, clothes, health care, etc. Almost one-half of all two-parent families have at least one main wage earner. Depressed wages, however, perpetuate the delay in achieving solvency. Some families live in their cars or wander around the downtown Denver area."

- **Kansas City:** "Some shelters do not have adequate staffing to monitor shelter occupants during the day and residents, therefore, have to leave the facility. Adults, in particular those who are working with case managers, may look for work, go for medical appointments, sign up for public assistance, etc. The city's homeless project provides day care services for families in several shelters. In these cases the children are being cared for while the parent(s) work to resolve their homelessness."

- **Los Angeles:** "Some shelters require the premises to be vacated during the day as a part of the total program, i.e. job search, public assistance referrals, housing searches and training. Various shelters require the premises to be vacated due to a lack of program. These shelters are easily identified because the people congregate near the facility. Some shelters require enrollment in school for school-age children. It varies greatly as to where they go, many go to libraries and local parks."

- **Nashville:** "Most families must leave the shelter during the day because they are dependent upon volunteer staff who are not available during the day. Some have facilities which are accessible to the shelter, such as day care. Some persons go to parks, service centers, libraries, work or clinics. Exceptions are some of the specialized shelters, such as those for elderly or mentally ill persons or for abused women."

- **New Orleans:** "Other than for emergency shelter for families, most other facilities require that their clients leave the shelter after breakfast, usually between 6:30 and 7:00 AM. These families are forced to walk the streets, find temporary shelter at bus stations or the public library. Some make the rounds of social service agencies seeking assistance."

- **Norfolk:** "Some shelters require persons to leave during the day. When shelters require persons to leave some frequent libraries, malls or bus stations, while it is unknown where others go. In some of the homeless family shelters, adults must seek or maintain employment."

- **Portland:** "Most shelters are located in churches. A family resource center does operate during the daytime, but does not have capacity for all who need it."

- **Seattle:** "Fewer and fewer shelters providing services to families require that families leave the shelter during the day if the children are sick or if the family has counseling or health appointments at the shelter, often provided by the health care for the homeless staff. Not all agencies, however, have sufficient resources to hire staff to provide services to families over a 24-hour period."

Philadelphia officials explained that while homeless families do not have to leave the shelter in which they are staying during the day there are situations where a parent must conduct housing search or engage in other "self-help" activities. All school-age children are required to attend school.

The Unmet Need for Emergency Shelter

On average, 19 percent of the requests by homeless people for emergency shelter went unmet across the survey cities. Estimates of unmet requests range from ten percent or less in Chicago, Denver, Kansas City, Minneapolis, New Orleans and Norfolk to 25 percent in Nashville and Trenton, 25 to 50 percent in San Diego, 30 to 40 percent in Los Angeles, 40 percent in Portland, 50 percent in Alexandria and Charlotte, 56 percent in San Juan and 70 percent in Phoenix. Six cities--Boston, New York City, Philadelphia, Saint Paul, Salt Lake City and Washington, D.C. -- report that no requests for shelter went unmet during the last year.

For homeless families specifically, an average of 16 percent of the requests for emergency shelter went unmet across the survey cities. Fifteen percent or less went unmet in Charlotte, Cleveland, Denver, Nashville, Norfolk and Trenton. Twenty-five to 50 percent went unmet in San Diego, 30 to 35 percent in Providence, 33 percent in San Juan, 43 percent in Alexandria and 75 in Portland. Seven cities -- Boston, Minneapolis, New York City, Philadelphia, Saint Paul, Salt Lake City and Washington, D.C. -- reported that no requests for shelter by homeless families went unmet during the last year.

People Turned Away From Shelters

In 70 percent of the survey cities emergency shelters must turn away homeless families because of lack of resources. The cities in which shelters do not have to turn away homeless families are Boston, Charleston, Kansas City, Minneapolis,

New York City, Philadelphia, Saint Paul, Salt Lake City and Washington, D.C. Among the comments from the city officials:

- **Alexandria:** "Alexandria's public and private sectors maintain an extremely high ratio of shelter beds per population in comparison to surrounding jurisdictions. Still, the need for space outstrips available resources. During the last year, the Alexandria Community Shelter turned away 364 persons, or 37 percent of appropriate referrals, due to lack of space.

- **Boston:** "The Massachusetts Department of Public Welfare provides shelter to homeless families. When all of the family shelter space is full, they can offer a hotel/motel room to a homeless family as a temporary measure until shelter space is available. If neither of these options is available, a homeless family will be temporarily sheltered at the city's Long Island Shelter."

- **Charleston:** "The City provides additional facilities when needs increase."

- **Chicago:** "There are still more homeless families than shelter beds available. Homeless families who cannot be accommodated in shelters are usually placed in a hotel until either shelter space or other temporary housing can be arranged. During the winter months special warming center beds are available as an alternative."

- **Cleveland:** "Families that cannot be accommodated in the regular shelters are housed in a church basement until space is available. The County Department of Human Services can provide hotel vouchers for families for short-term emergency use."

- **Denver:** "Families turned away by emergency shelter facilities are usually referred to other homeless service providers for immediate assistance. Moreover, many of these cases are directly referred to the Homeless Unit of the Denver Department of Social Services where they are placed temporarily (for three to four nights) at local hotels. A pre-arrangement with specified hotels allows for lodging vouchers to be used in these circumstances. The Homeless Unit has a 24-hour, seven-day on-call system for Homeless Emergency Assistance. No family, single woman or disabled single man is turned away in the search for adequate shelter."

- **Kansas City:** "When needed, some shelters go into 'overflow' status and cots are made available to meet the needs. This situation is only temporary, however, since such overflow conditions often create management problems for the shelters."

- **Los Angeles:** "Hotel vouchers are provided on a very limited basis via FEMA funding to assist special needs families and individuals with physical handicaps. Homeless individuals turned away due to lack of available facilities have reported sleeping in alley ways, stairwells, churches, shopping malls and abandoned cars."

- **Louisville:** "They go back to couches of relatives and friends. Families turned away are forced to double up with relatives or friends in over-crowded housing or live in their cars when shelters are full and families cannot afford housing."

- **Minneapolis:** "The County provides a housing voucher that can be used at a local motel if space is not available or suitable for a family."

- **Nashville:** "Shelters must turn away persons with specialized problems, such as alcoholism, drug abuse or mental illness because they are not equipped to handle these problems. They also must turn people away because of lack of money to meet operating expenses,including staffing. Many of the homeless families who are turned away sleep in cars, under bridges, on streets or with family or friends."

- **New Orleans:** "Most of the emergency shelters which provide shelter for families are full at all times, especially those which provide free shelter. Those families which are turned away may be able to secure one night's lodging at a motel or hotel if funds can be found. The free emergency shelters usually have a waiting list. Vouchers can be obtained to cover the cost of those shelters which charge a fee."

- **Norfolk:** "Some persons turned away may be accommodated by another shelter provider. Some will continue to live in cars or on the streets, while others may be housed for a night in a motel by an agency."

- **Portland:** "Shelter space is limited, as are vouchering funds. Families double up or sleep in cars."

- **Providence:** "Families have to be separated and many times members have to go to shelters out of the city."

- **Saint Paul:** "Because of flexible use of hotel spaces for short durations, homeless families do find a space. If they are battered women, however, they many not find space in their first or second choice (i.e. the battered women's shelter), and they may log up to four or five days in a hotel."

- **San Antonio:** "Shelter providers are now beginning to seek alternative temporary housing for families they are not able to accommodate due to a lack of available space in their own facilities. The existing shelter and service provider network, however, is effectively utilized to find shelter when any one shelter is filled to capacity.

  In addition, the City of San Antonio, utilizing FEMA funds, is able to house homeless people in hotels or motels for a few days until space becomes available. The local Red Cross also manages the national Motel/Hotel Partnership Program, which also provides assistance."

- **San Diego:** There is an "insufficient emergency shelter and transitional bed inventory. Many families do not get beyond a referral service."

- **San Francisco:** "There is an insufficient number of shelter beds in the city to accommodate all families. Some homeless families are eligible for AFDC homeless assistance program funds and purchase accommodations using those funds. Other families double up with friends or relatives if they cannot find shelter, or stay in single room occupancy hotels, or in cars and sometimes in the street. More turn-aways occur in those weeks that AFDC checks do not go out."

- **Seattle:** "We do not really know. We have a program that provides emergency shelter to homeless families who are found sleeping on the streets, and a few families are housed annually through this program. However, there has been an increase in families reported sleeping in cars throughout the county and doubling up in poor housing situations."

- **Trenton:** "The majority of homeless families and single persons are housed in motels or rooming or boarding homes on a temporary basis."

In two-thirds of the survey cities, emergency shelters must turn away homeless people other than families because of lack of resources. Those cities in which shelters do not have to turn away other homeless people are Boston, Denver, Hartford, Minneapolis, New York City, Philadelphia, Portland, Saint Paul, Salt Lake City and Washington, D.C. Among the comments from the city officials:

- **Boston:** "Mayor Flynn has made the promise for the past four years that no one in the City of Boston will be denied a warm bed, a hot meal, decent health care or transportation to shelter."

- **Charlotte:** "Some of the men choose to stay under bridges, in parks, in abandoned houses and in cars. We do not have enough shelter to take care of all of the homeless people."

- **Chicago:** "There are still more homeless people than shelter beds available. Homeless individuals who cannot be accommodated in shelters are usually placed in a hotel or YMCA, or an intermediate care facility if necessary, until either shelter space or other temporary housing can be arranged. During the winter months special warming center beds are available as an alternative."

- **Cleveland:** "During the winter months (November 15 to April 15) a number of public buildings are made available to accommodate individuals who cannot get into shelters."

- **Denver:** "Unless the homeless individual decides that an emergency shelter stay is not appropriate for his needs, there is sufficient space in the shelters. Clients who cannot stay in shelters because of illness (mental or physical) are placed in hotels until we can arrange public benefits and permanent lodging."

- **Kansas City:** "At times, particularly in the summer months, there are fewer shelters that take single men and women."

- **Louisville:** "Many members of our single male and female populations have severe mental illness and cannot be accommodated properly in the shelter system. We need to find stability and permanence for these people. Without supervision they simply wander the fringes of reality with very little hope. They need a complementary blend of housing and support service resources. Decent affordable housing, both transitional and permanent, is an obvious necessity, with a priority on permanence and support services."

- **Minneapolis:** "The County provides a housing voucher that may be used at a local motel if space is not available or suitable for a homeless individual."

- **Nashville:** "Shelters must turn away persons with specialized problems, such as alcoholism, drug abuse or mental illness because they are not equipped to handle these problems. They also must turn people away because of lack of money to meet operating expenses,including staffing. Many of the homeless persons who are turned away sleep in cars, under bridges, on streets or with family or friends."

- **New Orleans:** "Some persons turned away may be able to acquire one night's lodging at a motel. Those who cannot secure vouchers or other funds needed for lodging are forced to stay in public places such as bus stations or even may sit in public hospital waiting rooms. Those who are evicted from these places are forced to find shelter under overpasses or in vacant buildings."

- **Norfolk:** "Some persons turned away may be accommodated by another shelter provider. Some will continue to live in cars or on the streets, while others may be housed for a night in a motel by an agency."

- **Salt Lake City:** "There are a significant number of homeless individuals who do not seek emergency shelter. There are also a number of homeless camps that have been established."

- **San Antonio:** "The shelter and service provider staff work with homeless persons to assist them to find temporary housing with friends or relatives until space becomes available in one of the shelters."

- **San Diego:** "Both single adults and families are turned away because of a lack of shelter resources."

- **San Francisco:** "During some parts of the month, particularly the weeks that welfare checks are <u>not</u> received, all homeless people requesting shelter cannot be accommodated. Some are eligible for General Assistance, and can obtain housing through a special program available to GA clients."

- **San Juan:** "If there are no beds available in a specific shelter, the agency refers the individual to another shelter. If no beds are available in the other shelters, then the person will have to stay in the streets."

- **Santa Monica:** "Homeless persons living on the streets for long periods (over several years) develop survival adaptations including treatment/service-resistant behaviors, as well as increasing mistrust of the helping institutions. The repeated failure of individuals to obtain shelter and other needed services promote feelings of anger, rage and hostility even toward homeless service providers. The longer a person is homeless, the longer the rehabilitation process takes."

- **Seattle:** "Single adult men often sleep in doorways, alleys and parks. There is an increasing number of women who do the same. Families and youth often stay in poor housing situations, or sleep in cars in outlying neighborhoods and parks. This is a growing problem."

- **Trenton:** "They may go to family or friends or sleep in cars or abandoned buildings."

Homeless People in Particular Need of Assistance

Officials in the survey cities were asked to identify in order of need three specific groups of homeless people for whom emergency shelter and other needed services are particularly lacking in their city, as well as the services most needed by each of these groups.

Two-thirds of the survey cities identified **mentally ill persons** as a group in need of services. Of these, seven cities -- Alexandria, Boston, Denver, Louisville, Nashville, Phoenix and Santa Monica -- identified mentally ill persons as the group most in need of services. Another six cities reported that mentally ill persons were the group second most in need of services; seven more cities ranked mentally ill persons as the third group for whom services are particularly lacking.

Two-thirds of the survey cities also identified **substance abusers** as the group for whom emergency shelter and other needed services are particularly lacking. Six cities -- Cleveland, Minneapolis, Norfolk, Philadelphia, Salt Lake City and San Francisco -- ranked them first. Minneapolis specified the need for services for chronic alcoholics. Another nine cities ranked them second; five more ranked them third.

Families with children were ranked next, by 57 percent of the survey cities, as a group for whom emergency shelter and other needed services are particularly lacking. Nine cities -- Chicago, Cleveland, Hartford, New Orleans, New York City, Portland, Providence, Saint Paul and San Antonio -- ranked them first. Another five cities ranked them second; two ranked them third; one ranked them fourth.

Single adults were ranked next, by 30 percent of the survey cities as a group for whom emergency shelter and other needed services are particularly lacking. Four cities -- Charleston, Kansas City, Trenton, San Diego -- ranked them first. Of those cities, Charleston and San Diego specifically identified single men; Seattle specifically identified single women. One city ranked single adults second; four more ranked them third.

One-third of the cities identified **persons with AIDS or HIV-related illness** as a group for which emergency shelter and other needed services are particularly lacking. Charlotte listed this group first; three cities listed it second; six listed it third.

Unaccompanied youth were identified by 23 percent of the cities as a group for which emergency shelter and other needed services are particularly lacking. Seattle and Trenton listed this group first. Two cities listed it second; three listed it third.

Services Most Needed

City officials identified a wide range of services needed by the various groups of homeless people:

MENTALLY ILL PERSONS -- A variety of **housing options** were the services most frequently identified as needed by homeless mentally ill persons. Identifying the need for **emergency shelter** were Alexandria, New Orleans, Phoenix, Providence, San Diego, San Juan and Santa Monica. The need for **long-term housing with supportive**

services was identified by Alexandria, Charleston, Chicago, Louisville, New Orleans, Phoenix, Portland and Saint Paul. Boston, Minneapolis, New Orleans, New York City, Phoenix and Saint Paul identified the need for **transitional** group homes. Boston cited the need for **inpatient facilities.**

In addition, 10 cities called for the availability of **specialized facilities and services.** These cities include Charlotte, Denver, Hartford, Louisville, Minneapolis, Nashville, Philadelphia, Saint Paul, Santa Monica and Trenton. The need for **case management and/or counseling** was identified by Chicago, Hartford, Nashville, New Orleans, Phoenix, Saint Paul, San Diego, Santa Monica and Trenton. The need for **outreach and crisis intervention** was cited by Boston, Kansas City and Trenton.

SUBSTANCE ABUSERS -- A variety of **treatment options** were the services most frequently identified as needed by homeless substance abusers. Alexandria, Boston, Charleston, Hartford, Nashville, New Orleans, Phoenix, San Francisco, Santa Monica and Trenton identified the need for **detoxification facilities.** Alexandria, Cleveland, Denver, Nashville, Providence, San Diego, San Francisco, Santa Monica and Trenton cited the need for **residential treatment facilities.** Charleston, Nashville, New Orleans, New York City, Philadelphia, Saint Paul, San Francisco, Santa Monica and Trenton cited the need for **treatment in general.**

The need for various **housing options** for substance abusers was identified as well. New Orleans, Norfolk, Salt Lake City, San Diego, San Francisco and Santa Monica cited the need for **emergency shelters** that could accommodate substance abusers. Alexandria, Cleveland, New York City, Phoenix, Providence, San Francisco, Santa Monica and Trenton identified the need for **housing with supportive services,** Boston the need for **halfway houses.** Case management and **supportive services** were identified as a need by Boston, Hartford, New Orleans, Phoenix, Saint Paul, Salt Lake City, San Diego, San Francisco and Trenton.

FAMILIES WITH CHILDREN -- Affordable, permanent housing was the service most frequently identified as needed by homeless families. The cities identifying this need are Alexandria, Boston, Charleston, Chicago, Cleveland, Louisville, New York City, Philadelphia, Saint Paul and Santa Monica. **Transitional housing** was listed by Chicago, Cleveland, New Orleans, Portland, San Antonio and Santa Monica. **Emergency shelter** was cited by Charlotte, Hartford, New Orleans, Norfolk, Portland, Providence and Santa Monica.

Supportive services and counseling was identified as a service needed by homeless families in seven cities: Chicago, Cleveland, Louisville, Philadelphia, Saint Paul, San Antonio and Santa Monica. Seven cities cited **jobs and job training** as a service needed by homeless families: Boston, Chicago, Louisville, New Orleans, Norfolk, Philadelphia and Santa Monica.

Child care was identified by four cities -- Chicago, Louisville, New Orleans and Norfolk -- as a service needed by homeless families.

SINGLE MEN AND WOMEN -- Five cities identified **affordable housing** as a service needed by single adults. Those cities are Charleston, Cleveland, Kansas City, Philadelphia, Santa Monica and Trenton. Five cities specifically identified the need for **permanent housing with supportive services:** Louisville, Minneapolis, Philadelphia, Santa Monica and San Diego. Kansas City, Philadelphia and Trenton cited the need for **job training.**

PERSONS WITH AIDS AND HIV-RELATED ILLNESS — Five cities -- Charlotte, Norfolk, Salt Lake City, Santa Monica and Washington, D.C. -- identified the need for **emergency shelter** for homeless persons with AIDs and HIV-related illness. Five also identified the need for **housing:** Kansas City, Nashville, New York City, San Antonio and San Francisco. Nashville, Salt Lake City, San Antonio and Washington, D.C. identified the need for **case management and services.** Kansas City, San Antonio, Santa Monica and Washington, D.C. identified the need for **treatment.**

UNACCOMPANIED YOUTH — Seven cities -- Chicago, Denver, Salt Lake City, San Antonio, San Francisco, Seattle and Trenton -- identified the need for **transitional shelters with supportive services** to serve unaccompanied youth. Chicago and Trenton specifically cited the need for **job training** by this population.

FUNDING OF HOMELESS ASSISTANCE PROGRAMS

During the last year every survey city used city government funds (either locally generated revenues or federal or state grants) to support local shelters or other services specifically for homeless people. The funds used by the cities come from a variety of sources:

- Eighty-seven percent of the survey cities used **locally generated revenues.** These cities and the amount expended during the last year include:

Alexandria	$ 769,317
Boston	4,083,536
Charleston	40,000
Chicago	4,851,062
Hartford	690,000
Kansas City	210,426
Louisville	200,000
Minneapolis	2,000,000
Nashville	100,000
New Orleans	26,350
New York City	131,000,000
Norfolk	56,062
Philadelphia	$ 18,589,000
Portland	3,700,000
Providence	30,000
Salt Lake City	38,000
San Diego	138,000
San Francisco	10,000,000
San Juan	76,000
Santa Monica	1,120,281
Seattle	1,544,601
Trenton	44,000

- Nineteen cities (63 percent) used **state grants.** These cities and the amount expended during the last year include:

Alexandria	$ 17,438
Boston	3,040,574
Chicago	4,106,953

Cleveland	524,461
Kansas City	202,707
New York City	131,000,000
Norfolk	25,096
Philadelphia	7,710,238
Portland	730,000
Saint Paul	545,988
San Francisco	2,800,000
San Juan	96,000
Santa Monica	11,400
Seattle	378,684
Trenton	33,000

One-half of the survey cities reported that state government funding to provide services to homeless persons had increased during the last year. Forty-six percent of the cities reported that the funding level from the state had remained the same. More than two out of three (69 percent) of these cities, however, do not receive any funds from their state government to provide services to homeless persons. Santa Monica reported that the level of funding provided by the state had decreased during the last year.

- All of the survey cities used **federal grants** during the last year to provide shelter and other services specifically for homeless people.

  * All of the cities used funds available through the Stewart B. McKinney Homeless Assistance Act (including FEMA Emergency Food and Shelter Grants). These cities and the amount of McKinney funds they used during the last year include:

Alexandria	$ 74,070
Boston	13,363,356
Charleston	308,655
Charlotte	105,000
Chicago	2,054,000
Cleveland	592,000
Hartford	60,000
Kansas City	220,000
Louisville	7,423,905
Minneapolis	772,000
Nashville	4,977,812
New Orleans	1,809,268
New York City	35,978,771
Norfolk	139,917
Philadelphia	1,888,000
Providence	141,000
Saint Paul	168,000
Salt Lake City	98,000
San Antonio	473,853
San Diego	260,000
San Francisco	7,865,000
San Juan	23,421
Santa Monica	42,629
Seattle	498,000
Trenton	205,760

Santa Monica officials note: "Santa Monica has no direct access to McKinney funds and, therefore, does not receive an entitlement. This is due to our size, in spite of the severity of our homeless problem. Therefore, local non-profit service providers must apply directly to the state and federal governments for McKinney funding."

* Eighteen cities (60 percent) used **Community Development Block Grant** funds. These cities and the amount of CDBG funds they used during the last year include:

Alexandria	76,000
Boston	3,711,880
Chicago	444,688
Cleveland	83,500
Hartford	340,115
Kansas City	30,000
New Orleans	18,000
New York City	11,000,000
Philadelphia	500,000
Portland	412,000
Providence	85,953
Salt Lake City	118,000
San Diego	136,500
San Francisco	500,000
Seattle	723,055

* Twelve cities (40 percent) used **Community Services Block Grant** funds. These cities and the amount of CSBG funds they used during the last year include:

Alexandria	$ 24,564
Chicago	179,000
Kansas City	35,281
Nashville	32,524
New York City	244,000
Philadelphia	171,386
Portland	534,000
Providence	25,000
Trenton	41,193

Other funding sources used by the survey cities during the last year include Office of Community Services Demonstration funds, by Alexandria; earthquake relief and private funds by San Francisco, runaway youth funds by san Juan, state federal pass-through funds, by Philadelphia; and county funds, by Santa Monica and Trenton.

Government Action to Limit Access

The city officials were asked whether the city government or any other public authorities in the city had taken any action to limit the access of homeless persons to public facilities or property. Sixty-eight percent of the cities reported that no such actions had been taken. Nine cities reported that such actions were taken and all but one described them:

- **Charleston:** There is "no loitering in public areas."

- **Chicago:** "A homeless relocation program, designed to provide stable overnight shelter to individuals at Chicago's O'Hare Airport, was recently implemented as an alternative for homeless persons who utilize the airport as a means of temporary shelter. The program is designed to assist homeless individuals achieve independent living through counseling and job placement. The City of Chicago's Department of Aviation has set aside $880,000 from airport revenues to expand and fund special shelters in the city for persons relocated from O'Hare. A total of 500 homeless individuals at O'Hare have been moved to private shelters since October. Originally more than 100 homeless persons were at the airport each night. Now approximately 20 homeless individuals can be found there each night."

- **Los Angeles:** "County health facilities and the County Board of Supervisors have reduced funding for substance abuse, mental health and health services. This has made it difficult, if not impossible for people to access services that are needed to alleviate or prevent homelessness. The Police Department has an unspoken rule regarding the location and congregation of homeless people. There is a General Relief penalty (for those who will not seek jobs) and the San Pedro Social Services Department has been closed. Also the federal government has limited access to armories by delaying announcement of their availability."

- **New York City:** "The Metropolitan Transit Authority is limiting access to transportation centers."

- **Phoenix:** "Zoning hearing stipulations and Board of Adjustment hearing findings have negatively impacted the number of homeless persons that the shelters can accommodate."

- **Portland:** People have been denied access "under bridges and other rights of way where illegal camps were established."

- **San Juan:** "Two of the shelters reported that the Department of Education makes it difficult to enroll the children who are in the shelters and that the health centers do not want to serve homeless persons because of their appearance and lack of hygiene."

- **San Francisco:** "After having allowed homeless people to sleep in the Civic Center Plaza in front of City Hall for a year until there were decent alternatives, the City began enforcing the no sleeping ordinance after two new multi-service centers with 400 beds combined were opened up."

In Santa Monica, the issue is a bit different, according to officials in that city:

> "The City of Santa Monica has come under severe attack by the local homeowner's group and other 'anti-homeless' factions for the City's position on law enforcement with regard to panhandling (generally they do not prosecute panhandlers) and the use of public spaces, such as parks and beaches (in which they allow homeless people to congregate). The city has expanded its funding for park rangers and homeless outreach programs and has added seven police officers to enhance the City's law enforcement efforts."

Among the cities reporting no actions, several indicated efforts to increase the access of homeless persons to facilities and services:

- **Kansas City:** "In fact, the opposite is true. For instance, a newly formed Urban Youth Corps is participating in a pilot project with our local housing authority. They are providing the manual labor (with appropriate training) necessary to make vacant units available for occupancy. This project is being funded by HUD, and will result in 500 units ready for occupancy."

- **Minneapolis:** "Hennepin County has provided a back-up emergency shelter for the past three years in the event of an increased demand."

- **San Antonio:** "City government has taken a more humane approach in working to address the problem of homelessness in San Antonio. The downtown police foot patrol, working in cooperation with the City's Department of Human Resources and Services, issues cards to anyone requesting shelter or other assistance which direct the individual to an appropriate service provider."

Public Attitudes

Four out of five of the survey cities report that they have seen evidence that public sentiment toward homeless persons is changing. Six cities say it is not.

Thirteen cities (57 percent) report a **negative change in public attitudes** toward homeless persons:

- **Boston:** "People have become increasingly concerned with the number of homeless mentally ill persons on the streets. They are also commenting on the apparent increase in panhandlers on the street who, while not necessarily homeless, appear as if they are."

- **Charlotte:** People are "less tolerant of the presence of homeless persons in the business district and in public parks adjacent to middle class neighborhoods in the Uptown Area. There are more complaints, police calls for service, and requests for anti-loitering signs."

- **Los Angeles:** People are "becoming less tolerant. Corporate and fund supporters are losing their tolerance for the problem and shifting resources away from the homeless and to other programs. Attitudes have become harsh and people are angry because homeless people are very visible. They are outraged because of the apparent lack of services for homeless people."

- **New York City:** "The homeless population in the streets is more visible. Public sentiment is less sympathetic, probably due to the economic downturn."

- **Phoenix:** "The NIMBY (Not in my Back Yard) attitude is prevalent. Donations and contributions are harder to come by."

- **Portland:** There is "less concern. In a recent survey of local needs, homelessness was noted by just one percent of the tally."

- **Providence:** "People seem to be tiring of the problem and are placing their attention with other social issues more easily resolvable. Also there is an increasing tendency to blame the homeless for being homeless."

- **Saint Paul:** "People are tired of the fact that the problem remains and that constructive resolutions are either not yet discovered or simply not implemented."

- **San Antonio:** "The change in public sentiment can best be described as a more apathetic or complacent attitude towards the problem of homelessness in this city. While it does not reflect the more hostile attitude being experienced in other cities, the danger exists that the level of attention may shift to other issues if providers do not do an effective job of keeping this problem in the forefront."

- **San Diego:** "There seems to be a harsher attitude toward those who are chronically homeless, especially in the commercial areas."

- **San Francisco:** "A San Francisco Examiner poll ranked homelessness as the number one issue for Bay Area residents, displacing the usual number ones such as traffic and parking. Although the poll did not probe the reasons, a growing impatience and sometimes open hostility toward homeless people would suggest that sympathy was not the only reason why homelessness was ranked number one. There is what Loni Hancock, Mayor of Berkley, has called a 'compassion fatigue' in relation to homelessness."

- **Santa Monica:** "A severe anti-homeless backlash has increased dramatically in the past year surrounding increased incidents of violence among the homeless, aggressive panhandling and the overuse/misuse of parks by homeless people. The local paper prints letters to the editor on a weekly basis opposing the presence of homeless people in Santa Monica. There exists a growing stigmatization of homeless persons by the community and a growing lack of tolerance for homeless people."

- **Seattle:** "The public is increasingly concerned about violence in the streets and drug trafficking that they associate with the homeless."

Seven cities (30 percent) reported a **mixed change in public attitudes:**

- **Charleston:** We have seen sentiments "both for and against. As the problem grows, more people become aware and empathetic. Also as the problem grows others feel overwhelmed and become resentful of homeless individuals."

- **Chicago:** "A continued positive attitude toward the homeless seems evidenced by the levels of government funding, corporate and private giving, volunteer

availability, and public opinion polls. Homeless advocates, however, feel that public attitudes towards the homeless are becoming more negative. They point to:

* recent instances of violence against the homeless (in New York City and San Diego);
* increased local government efforts to limit access by homeless persons to public facilities; and
* failure of local governments (despite their overall homeless funding increase) to fund programs that are truly appreciative of the mind-set, low self-esteem, and needs of the homeless."

- **Louisville:** "We live in a very caring community, but homelessness is an overwhelming problem that does not seem to have an answer. What we cannot fix we want to deny."

- **Nashville:** "They seem to be more tolerant of exploring alternatives and solutions. They are sympathetic to the individual needs of the homeless population. Few deny the need for resources. There continues to be a marked resistance, however, to the service being in 'my backyard.'

- **New Orleans:** "Two divergent responses to the homeless have been seen recently. On the one hand, the man on the street seems to be turning away from those who approach him. Also, small businesses are becoming more vocal in their demands that those who panhandle and harass tourists be removed. On the other hand, we are seeing major business concerns voicing an interest in developing public/private partnerships to develop a comprehensive plan to deal with the overall problem of homelessness in our city."

- **Philadelphia:** "Some segments of the community are becoming increasingly supportive of efforts to solve homelessness. Other segments of the community have demonstrated some insensitivity, particularly with respect to facility citing decisions. On the whole, positive sentiments outnumber negative, however, apathy remains a widespread public sentiment of great concern."

- **San Juan:** "Four of the five shelters interviewed remarked that the community is becoming aware of the homelessness problem, yet the community is not too positive in establishing new shelters near their residences."

Three cities (13 percent) reported a **positive change in public sentiment:**

- **Norfolk:** "There have been several local TV programs. There have been several persons who want to donate housing or apartments for the homeless."

- **Salt Lake City:** "Based on the increasing number of volunteers and donations to help the homeless, it appears that there is increasing public awareness, understanding and compassion among the residents of our city for the plight of the homeless."

- **Trenton:** "People are more concerned and willing to help."

Among the comments of those cities have not seen such a change in public sentiment toward homeless persons:

- **Alexandria:** "Alexandria is an involved and concerned community when faced with glaring social needs. The public and private sectors have come together and joined their efforts and pooled resources to provide shelter and services to the homeless. City shelters are blessed with an invaluable resource in citizen volunteers."

- **Kansas City:** "Public sentiment is not changing, but homelessness is less of a public issue than it has been. Also, there has been some negative publicity surrounding homeless programs which have sprung up, but which have not delivered the type of services they proposed. That hurts legitimate efforts, but it has not had an appreciable impact."

CITY DATA ON HOMELESSNESS

CITY	PERCENTAGE INCREASE IN REQUESTS FOR EMERGENCY SHELTER	PERCENTAGE INCREASE IN REQUESTS BY FAMILIES FOR EMERGENCY SHELTER	SHELTER BEDS	TRANSITIONAL HOUSING UNITS	FAMILY BREAKUP FOR SHELTER?	FAMILY LEAVE DURING DAY?	PERCENTAGE NEED UNMET	FAMILIES TURNED AWAY?	OTHERS TURNED AWAY?	PUBLIC SENTIMENT CHANGING?
ALEXANDRIA	32	0	decreased	increased	no	yes	50	yes	yes	no
BOSTON	18	na	increased	increased	yes	no	0	no	no	yes
CHARLESTON	142	0	same	same	no	no	na	no	yes	yes
CHARLOTTE	50	20	same	same	yes	no	50	yes	yes	yes
CHICAGO	7	25	increased	increased	yes	no	9	yes	yes	yes
CLEVELAND	24	36	increased	increased	yes	yes	na	yes	yes	no
DENVER	15	23	same	same	no	yes	3	yes	no	no
HARTFORD	0	na	same	increased	no	no	na	yes	no	no
KANSAS CITY	na	na	decreased	same	yes	yes	2	no	yes	no
LOS ANGELES	na	na	increased	increased	yes	yes	30-40	yes	yes	yes
LOUISVILLE	10	na	increased	increased	yes	no	na	yes	yes	yes
MINNEAPOLIS	2	-4	increased	same	no	no	5	no	no	no
NASHVILLE	0	20	same	increased	yes	yes	25	yes	yes	yes
NEW ORLEANS	20	40	decreased	same	yes	yes	10	yes	yes	yes
NEW YORK CITY	(a)	(b)	decreased	increased	no	no	0	no	no	yes
NORFOLK	na	10	same	same	yes	yes	5	yes	yes	yes
PHILADELPHIA	0	0	same	increased	no	no	0	no	no	yes
PHOENIX	5-10	60	decreased	increased	no	yes	70	yes	yes	yes
PORTLAND	na	na	decreased	same	yes	yes	40	yes	no	yes
PROVIDENCE	35	30	same	increased	yes	no	10-15	yes	yes	yes
SAINT PAUL	7	13	same	increased	yes	no	0	no	no	yes
SALT LAKE CITY	20	30	increased	increased	no	no	0	no	no	yes
SAN ANTONIO	29	5	same	same	yes	no	na	yes	yes	yes
SAN DIEGO	10-15	10-15	increased	same	yes	yes	25-50	yes	yes	yes
SAN FRANCISCO	10	-6	increased	increased	na	na	na	yes	yes	yes
SAN JUAN	40	0	same	same	yes	no	56	yes	yes	yes
SANTA MONICA	30	na	same	same	yes	yes	na	yes	yes	yes
SEATTLE	na	na	decreased	increased	yes	yes	na	yes	yes	yes
TRENTON	<33	<33	increased	increased	yes	yes	25	yes	yes	yes
WASHINGTON, D.C.	na	na	increased	increased	no	no	0	no	no	yes

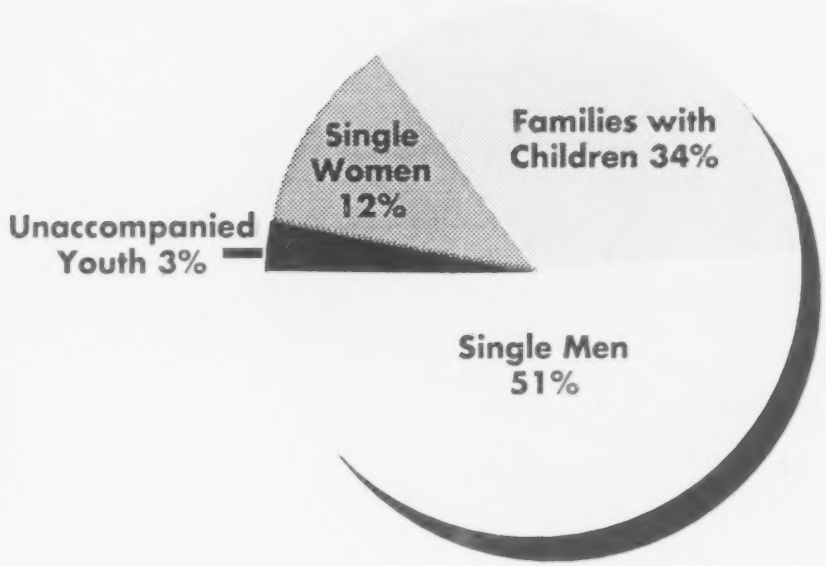
(a) The number of men entering the shelter system has decreased by 14 percent, the number of women by six percent.
(b) There were 934 new entrants to the homeless family system in September 1989, 1005 in September 1990.

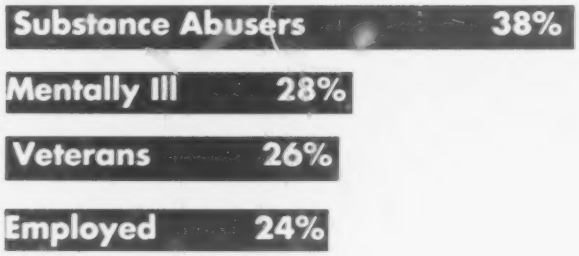
COMPOSITION OF THE HOMELESS POPULATION

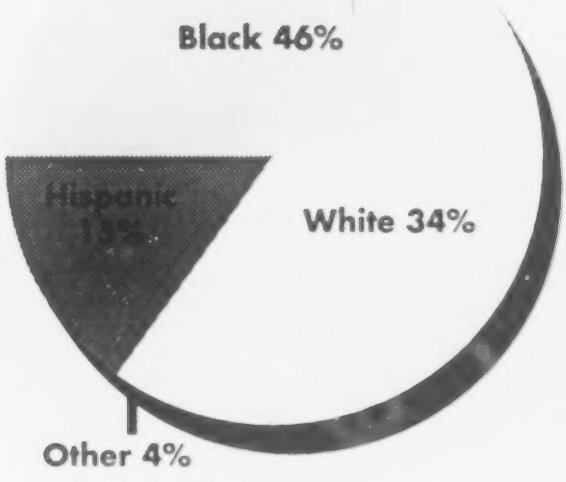
CITY	FAMILIES	SINGLE MEN	SINGLE WOMEN	UNACCOMPANIED YOUTH	MENTALLY ILL	SUBSTANCE ABUSERS	EMPLOYED	VETERANS	RACIAL COMPOSITION BLACK	WHITE	HISPANIC	OTHER	PERCENTAGE SINGLE PARENT FAMILIES	PERCENTAGE FAMILY MEMBERS CHILDREN
ALEXANDRIA	48	42	10	0	9	43	48	na	82	14	3	1	79	59
BOSTON	27	59	14	.2	(a)	50	25	36	na	na	na	na	89	54
CHARLESTON	16	80	4	0	25	40	85	35	40	40	8	2	85	na
CHARLOTTE	26	68	5	1	30	40	25	30	54	41	3	2	95	75
CHICAGO	61	31	8	.2	23	17	9	15	76	13	10	.6	80	59
CLEVELAND	35	50	14	1	30	50	20	10	77	21	2	0	98	65
DENVER	33	35	20	12	35	50	25	37	na	na	na	na	60	62
HARTFORD	30	60	10	0	30	35	17	na	46	29	22	3	na	na
KANSAS CITY	55	40	4	1	15	26	10-15	5-10	52	42	3	3	81	63
LOS ANGELES	40	30	20	10	33	28	20-35	35	40	30	28	2	85	66
LOUISVILLE	40	50	9	1	39	59	20	30	39	59	1	0	74	33
MINNEAPOLIS	6	78	16	0	27	34	23	24	42	36	9	13	84	68
NASHVILLE	16	73	8	3	25	15	20	30	31	69	0	0	59	56
NEW ORLEANS	33	56	3	8	27	60	27	30	60	34	(b)	(b)	90	66
NEW YORK CITY	58	35	7	0	na	na	na	na	68	10	18	5	95	58
NORFOLK	81	(c)	(c)	0	3	na	23	na	na	na	na	na	52	53
PHILADELPHIA	45	44	11	0	10	33	10	10	91	6	3	>1	85	63
PHOENIX	20	67	10	3	40	30	41	33	14	47	20	19	75	60
PORTLAND	40	44	12	4	15	50	25	15	14	67	13	6	63	53
PROVIDENCE	na	na	na	na	18	29	23	na	38	41	14	7	18	26
SAINT PAUL	34	55	11	0	na	20	na	na	41	35	8	.5	92	68
SALT LAKE CITY	28	60	10	2	57	32	17	35	8	70	13	9	67	70
SAN ANTONIO	44	36	11	9	21	10	18	24	8	32	60	0	80	65
SAN DIEGO	25	60	10	5	30-50	>50	20	40	na	na	na	na	>50	60
SAN FRANCISCO	20	45	25	10	30	30-60	15-20	30-40	na	na	na	na	99	70-85
SAN JUAN	na	na	na	na	na	na	na	na	0	0	100	0	na	40
SANTA MONICA	18	57	20	5	50	40	20	40	45	35	15	5	90	60
SEATTLE	36(d)	41	11	12	15	40-50	15	16	35	42	11	12	55	65
TRENTON	77	15	5	3	22	75	2-3	1	84	8	6	2	93	67
WASHINGTON, D.C.	18	58	24	0	na	na	na	na	92	2	5	1	81	53

(a) 70 percent of single adults
(b) six percent Hispanic and all other groups
(c) 19 percent single adults
(d) plus two percent childless couples

Demographics of the Homeless Population in the 30 survey cities







Recession and the Outlook for 1991

THE RECESSION

Cities Experiencing an Economic Slowdown

More than three out of every four (76 percent) of the survey cities report that they have experienced an economic slowdown in recent months. These cities are Alexandria, Charleston, Chicago, Cleveland, Hartford, Kansas City, Los Angeles, Nashville, New York City, Norfolk, Philadelphia, Phoenix, Providence, Saint Paul, San Antonio, San Diego, San Francisco, San Juan, Santa Monica, Seattle, Trenton and Washington, D.C. Among their comments on how the economic slowdown has affected the problems of hunger and homelessness and the ability of local agencies to respond to them:

- **Alexandria:** "It is apparent that slow or no growth in the local economy shows up in many ways, including the potential for more hunger and homelessness. A number of causal or related problems are on the rise. Unemployment is higher by nearly a full percentage point. There has been a dramatic increase in the public assistance caseload, particularly AFDC and food stamps. Major employers in the city have been forced to close down. New construction starts are down. Collection of local and state sales taxes are off. State government funding to localities is being cut.

  "Any human/social services delivery system will feel the pinch of a growing caseload. In homeless services it precludes the agencies from devoting the necessary time to a very staff-intensive service. Perhaps more so than other states, Virginia is now facing a very uncertain budget outlook for the remainder of this fiscal year and for the foreseeable future. Based on what is now known regarding tax and other revenue collections, the five percent cut in many state agency budgets may go still higher this year and at least equal an additional five percent in FY92."

- **Charleston:** "There has been a dramatic increase in layoffs and the number of unemployed workers and a 67 percent decrease in worker orders for state programs and agencies. There has been a dramatic increase in applications for welfare programs, requests for rental assistance and requests for utility assistance.

  "Many unskilled workers came to Charleston looking for work after Hurricane Hugo. The economic effects of the recession were felt here suddenly at the beginning of September. Now these people are either unemployed or marginally employed. In our shelter fewer guests are reporting steady jobs and the wages earned are lower.

  "Agencies are receiving fewer federal dollars and fewer dollars from donors who are unable to give as much as they did before the economic recession. We have fewer resources and increased needs; shelters may have to set limits for capacity."

- **Chicago:** "The recession is just beginning to make its impact felt in the Midwest and Chicago. As yet, it is still too soon to detect a notable change in the number of homeless people, in the level of government funding,

in other means of support or in the number of volunteers. Nonetheless, as the recession deepens and the number of unemployed increases, the ranks of the homeless and the hungry will expand. Especially hard hit will be black and Latino families. Approximately 45 percent of these families spend 70 percent of their total income on housing. It is expected that if the recession worsens, these families are most likely to enter the ranks of the hungry and homeless. As the recession deepens, government funding, other means of support, and volunteers may not keep pace with the demand."

- **Hartford:** "There has been an increase in the general assistance welfare caseload and in requests for food from food programs. This has put a strain on the system."

- **Kansas City:** "We have experienced layoffs and relocations which have increased the number of people in need of social services and financial assistance. In addition, the reduction in the workforce has also reduced the number of persons available to contribute towards the support of such social programs. Fortunately, however, as the success of the recently completed United Way campaign will attest, the impact on giving has been less severe than was originally anticipated."

- **Los Angeles:** The recession "is evidenced by the reductions in funding and subsequent reductions in services to the homeless. Mental health services to the homeless have been reduced fifty percent. Numerous small emergency assistance agencies have closed their doors. We are seeing more people seeking both food and shelter assistance. Local agencies are unable to respond to the demand for service due to funding decreases. The homeless population in general is experiencing increased unmet needs, most notably in the area of mental health services."

- **Nashville:** "The effect isn't as noticeable as it could be. Agencies and religious organizations, however, seeking to provide emergency assistance to the hungry and homeless have seemed to have fewer discretionary funds. Our community is experiencing more lay offs. More and more people do not have enough resources to maintain their lifestyle. There is a relative abundance of jobs, but many are minimum wage or the hours are reduced, which effectively limits the individual and family capacity to provide for food, shelter and utilities, let alone the other essentials of life.

  "The lack of available funds by these local agencies has limited the availability of resources, such as food and shelter programs. The private sector has been forced to rely on the resources and ingenuity of volunteers, which results in 'burn out' and spontaneous responses to individual needs. Several local programs have either had their funding sources cut or discontinued. Many agencies have had to cut back services, such as meals or the number or type of items included in a food box."

- **Norfolk:** "The resources of some agencies, especially those receiving state funds, are being exhausted sooner."

- **Philadelphia:** "There is not yet an increase in shelter requests, and it is difficult to identify the impact on hunger programs at this time. We anticipate, however, increased demand on both systems, and cannot foresee any concomitant increase in capacity of hunger and homeless programs. In

the case of the homeless program, continued progress in enabling self-sufficiency may allow the system to meet needs without expansion."

- **Phoenix:** "It is more difficult to obtain the voluntary donations and contributions received in the past."

- **Providence:** "The demand on existing agencies is increasing while they are experiencing decreased resources. There are less contributions for resources."

- **Saint Paul:** "Full-time employed families use food shelves in greater numbers than ever before. The Fair Share Food program has experienced a 16 percent increase in the past 30 days. They are coping but need to add staff in order to do so. Increased numbers of landlords default on properties and maintenance goes wanting. Condemnations of unsafe structures follow, which fills the shelters.

  "Local agencies have been coping. If supplies run low, however, more requests for food and funds will be made. New sources of back-up programs are being created to keep low-income people in their homes."

- **San Antonio:** "The number of unemployed and underemployed people continues to increase. The closing of major manufacturing plants in this locality accounts for the increase in the number of unemployed. The City, Chambers of Commerce, and other economic development entities need to secure industrial businesses with a history of long-term commitment to communities that will offer better paying jobs and benefits than existing service-oriented businesses.

  "Local agencies have established programs that specifically serve laid off or dislocated workers. The Levi Strauss Foundation has attempted to assist the employees that were laid off due to the move of that company's plant from San Antonio to a Caribbean island."

- **San Diego:** "There is an increased demand for shelter and food services. Caseloads have increased and waiting lists have grown. There is an increased demand on all homeless services. All of this puts an even greater strain on limited resources."

- **San Juan:** "Four of the shelters reported that their operational budgets were decreased and, therefore, they have to limit the services. Other agencies face the same predicament. The less money they have to operate, the fewer services they can provide. There will be more homeless individuals in the streets, therefore, without food and shelter."

- **Santa Monica:** "Agencies report a marked increase in the numbers of 'newly homeless' individuals, including a new faction of middle-aged women from the middle class who have fallen between the cracks. They are too proud to receive welfare, yet have no means of support.

  "In the last election all propositions which called for new or increased taxes were defeated, including a proposed 'bail-out' for the mental health system. In the past year, two welfare offices in the neighboring communities of Long Beach and South Bay closed, impacting 100,000 poor

people, who had to be redirected to already overcrowded offices in and around the Santa Monica area.

"The State of California has abandoned its responsibility to fund the public mental health system. The mental health system in Los Angeles County is on the verge of complete collapse and was threatened with a $41.9 million curtailment. It was anticipated that an estimated 30,000 severely mentally ill persons would be refused mental health treatment, many of whom are currently at risk of becoming homeless. The numbers of homeless mentally ill persons are predicted to increase over the next year. The County of Los Angeles bailed out the Los Angeles mental health system for the remainder of this fiscal year.

"However, the possibility of 19 county clinics closing, with an additional 14 non-profit agencies in Los Angeles County expected to close, looms on the horizon for next year. The existing agencies will be tremendously overburdened with the dramatic increase in numbers of mentally ill persons requiring services, necessitating these agencies to provide only the most minimal emergency services."

- **Seattle:** "Revenue forecasts for city resources have dropped, thus limiting the City's ability to fund human service programs. Local agencies have a limited ability to expand to meet increased demand. More persons are not gaining access to shelters or support services. Greater utilization of food banks is seen and more people are requiring shelter assistance as they are unable to keep their housing. Local agency staff are often experiencing severe 'burnout' and hopelessness about providing a 'way out' for homeless and hungry persons. There is increased pressure on local governments to provide additional funding."

- **Trenton:** "Due to lay-offs, there is an increase in homeless men, women and families. Local agencies have reduced staff who assist homeless persons. The demand for food, clothing and shelter will place greater demand on the financial resources of the city, county, state and federal government."

- **Washington, D.C.:** "Homelessness has increased due to rising housing costs and decreasing rental housing stock. The labor market offers fewer non-skilled or semi-skilled and service occupations. Increased numbers of persons requiring assistance has placed a heavy budgetary burden (on agencies). Spending has exceeded budget, necessitating cuts."

Cities Anticipating the Effects of the Recession

All but one of those cities which reported they have not experienced an economic slowdown in recent months reported that they anticipate the recession will affect the problems of hunger and homelessness during the next year. Among their comments:

- **Boston:** "New England, and in particular Massachusetts, have been hard hit by the downturn in the nation's economy. While state finances have sunk and unemployment rates have risen, Boston's official unemployment rate is lower than the Commonwealth's. Because of Boston's economic diversity and certain growth industries, the City has been somewhat insulated from the

state's poor economy. We must remember, however, that the recession will certainly have an effect on hunger and homelessness.

"Given that the state is short on revenues, there has been a disproportionate burden on the City of Boston to provide basic services for the hungry and homeless. This has been particularly evident with the homeless mentally ill population. Regionally, unemployment is on the rise and, hence, more people will be unable to meet their daily living needs. New England residents who become homeless will most likely seek shelter services in Boston, since it has the greatest number of services in the region."

- **Charlotte:** "It will mean that we will have more homeless people. The need for more food and shelter will grow. Local agencies will try to provide more food and services, but resources will dry up. Community resources and charitable revenues are spread even thinner due to new demands on limited resources and increases in requests for services."

- **Minneapolis:** "Fewer jobs will be created; fewer dollars will be donated and less money will be available for food and shelter as the economy tightens up. Already local agencies and governments have to pay the higher prices for gas and heating fuel. This takes a larger share of their budget and squeezes the money available for services. Reduced levels of economic activity will affect tax revenues at the state and local level."

- **New Orleans:** "The City of New Orleans has experienced a four-year slowdown, but in recent months a very slight increase in economic growth has occurred, although many sectors of our economy are still depressed. The two major depressed sectors are real estate and construction. It is anticipated that these sectors will continue in the same manner for the next year. Overall economic trends seem to be improving slightly, employment is increasing, but not in the higher paying jobs.

  "New Orleans has a large population which could be classified as the working poor. Incomes in these households are not sufficient to meet all of the basic household needs. Often these families' requests for assistance such as emergency food assistance, as well as rent and utility assistance, strain local agencies' budgets or cannot be covered by them. If none of the agencies can assist them, the families go hungry or risk eviction or utility shut off.

  "Due to the depressed condition in our oil and construction industries, many who were employed in these fields may not have transferrable skills. Therefore, they may have to settle for much lower paying jobs. This results in a household which may be faced with reduced income while the costs of living is increasing. These instances will put new burdens on the agencies which have been dealing with hungry and homeless people. Again, if the agencies do not have the resources, often the people must do without essential services.

  "Local agencies will have fewer resources if the business community responds with belt-tightening efforts. These efforts may be reflected in a reduction in corporate contributions and in in-kind services. Local agencies have recently convinced the business community to become interested in helping to

resolve the problem by looking into providing funding. This could give a significant 'boost' to services. The national economic recession may keep businesses from proceeding to allocate funds for this problem."

- **Portland:** "More at-risk individuals will fall through the 'safety net.' Agencies are already facing cuts due to property tax limitation. They will be overwhelmed."

- **Salt Lake City:** "Our city is experiencing solid economic growth in high technology and professional fields, but the number of jobs for those with relatively low educational levels are diminishing. Thus, while we are experiencing economic development, we are also seeing an increase in hunger and poverty.

  Most local agencies assisting the homeless are operating at or near capacity. Consequently, an increased caseload would seriously jeopardize their ability to meet the needs of all of their clients."

THE OUTLOOK FOR 1991

Every responding city expects that requests for emergency food assistance will increase during the next year. All but Washington, D.C. expect that requests for emergency shelter, both by all homeless people and by homeless families specifically, will increase during 1991. Washington, D.C. officials explain that "a gradual decrease is expected in late FY91 as increased efforts towards prevention services are implemented and public housing which is now vacant is rehabilitated."

Among the comments of the other cities:

- **Charleston:** "As low-income individuals feel the pinch of job decreases, their limited resources will be exhausted and emergency assistance will be required. The impact of the recession on poor citizens is already visible. There are increased unemployment and a higher eviction rate."

- **Cleveland:** "If recession occurs, large numbers of persons will be out of work. The demand for emergency food and shelter will increase proportionately."

- **Kansas City:** "There are no major efforts underway to address the causes of hunger, homelessness in general, or homelessness among families. Until the causes are addressed, the stopgap solutions of the previous few years will only place bandaids on the problem. The full impact of substance abuse on children and families has yet to be felt. This is only one example of escalating problems which are not being fully addressed."

- **Nashville:** "Our current economic climate is very poor in middle Tennessee. We are experiencing a recession and the forecast is for the recession to last another six months to a year. More individuals seem to be filtering into the city looking for work. The Nashville economy was booming eight months ago. Construction has now almost come to a halt, due to high interest rates and failed bank loans, and over-building during the 1980's.

"Nashville has experienced a large influx of people during the past year in search of jobs at the Saturn plant in Spring Hill. All of the jobs (2,500 to 3,000) were filled by existing GMC people from other plants. Many people who came to seek a job and cannot find one come with limited funds, and then must seek emergency food and shelter. We are also experiencing lay-offs and a reduction in work hours which makes it impossible for many people to maintain their current housing."

- **New Orleans:** "Cost of living increases resulting from the national recession will outweigh the slight improvement in our local economy. This will result in greater demands for public assistance, for emergency food assistance and shelter, including emergency shelter for homeless families."

- **Providence:** "Times are hard."

- **Saint Paul:** "The economy has stressed many industries in our city, high tech as well as processing. Retraining and reintegration of the unemployed is costly. New jobs do not pay as well as former jobs with longevity benefits."

- **San Francisco:** "There is no indication that changes in federal or state policy are dramatic enough to reverse the forces that have increased hunger and homelessness. The many initiatives the City has undertaken cannot by themselves compensate for that lack of support."

Expected Increased Demand for Emergency Food

Among their comments on the expected increase in requests for emergency food assistance:

- **Alexandria:** "Since city staff, boards and commissions began evaluating the status of hunger in Alexandria in 1983, the trend has always been toward an increase in demand for assistance, as well as in the required effort of the community to meet the need. We see no reason to expect a different outcome in the next year. Economic activity is stagnating, unemployment is on the rise, public assistance caseloads are rising and state budget cuts may increasingly impact programs designed to help the poor overcome poverty."

- **Boston:** "As long as the state's economy continues to suffer, people will be unable to meet their basic needs and will seek services to take care of those needs. While some will be able to keep a roof over their heads, they may seek emergency food services in order to do so."

- **Charlotte:** "As the poor continue to get poorer, we expect the need for more food. Workers are being laid off or face a reduction in working hours."

- **Chicago:** "There has been no significant improvement in the economic status of the city's poor and near poor. Furthermore, the economy seems certain to be entering a recessionary period. Last year saw the first increase in public assistance benefits in many years, but this year saw no new increase. There seems little that can be done to prevent the anticipated increase in demand for emergency food assistance."

- **Denver:** "We have seen an increase every year so far and do not expect economic conditions to improve. At best, they will remain the same."

- **Louisville:** "The demand continues to grow at emergency centers. Industrial layoffs and rising part-time jobs with no benefits are causing a decline in incomes."

- **Los Angeles:** "With existing factors, plus a possible recession, those at risk of hunger are increasing. Newly arriving undocumented immigrants, plant closures and major cuts in mental health will place increased demands on diminishing emergency assistance resources."

- **Minneapolis:** "If the economy slows down, fewer jobs will be available; less income means increased demand for help."

- **Portland:** "The dramatic increases in demand for emergency meals last year plus the recession do not bode well."

- **Salt Lake City:** "Soup kitchens and food banks report that requests for assistance continue to increase and that they do not anticipate any reversal in this trend during the coming year."

- **Seattle:** "A sharp decline in timber industry jobs will have a negative impact throughout the state. Other lay-offs are occurring as well. The number of families affected by alcohol and/or drug addiction continues to rise. Federal and state resources continue to decline while the cost of living increases."

- **Trenton:** "The present trend indicates an increase in demand. Even though we have added additional shelter beds, we expect an increase due to the economy."

Expected Increased Demand for Emergency Shelter

Among their comments on the expected increase in requests for emergency shelter:

- **Alexandria:** "Poverty is likely to persist, and unemployment is rising. There is a continued lack of affordable housing and little movement toward an increased federal commitment to fund more subsidized housing. There is continued existence of all contributing factors, such as substance abuse, lack of education and underemployment."

- **Boston:** "With the decrease in mental health services, we will see the devastating effects of the lack of services in the homeless mentally ill population. People who have had services which are now being cut will have a difficult time continuing a stable lifestyle and could easily become homeless, if they are not already homeless."

- **Charlotte:** "We expect the need for more shelter to increase at about the present rate for another few years, due to the lack of affordable housing. The increase in fuel costs will adversely impact the ability of at-risk

families to heat their homes or apartments and have affordable transportation available. They may, therefore, have to seek other shelter."

- **Cleveland:** "Even without recession, the problem will continue to grow in the absence of additional assistance to make permanent housing affordable."

- **Denver:** "The steady increase every year leads us to expect a further increase."

- **Los Angeles:** "Historically the demand for shelter appears to double each year in the city, and it anticipated that trend will continue in 1991. With plant closures and layoffs at an all time high and the state of the economy evidenced by an approaching recession, the city anticipates a greater than ever demand for emergency shelters to house the existing and newly homeless."

- **Louisville:** "The numbers are not leveling off. If we intend to change lives and create 'second chances' we will need a consistent flow of flexible dollars. Buildings can become 'warehouses' without strong programs that are designed to move people back into the mainstream of society. These programs cost 'megabucks.'"

- **Minneapolis:** "The City and County have adopted a joint effort to work on creating additional specialized shelter for chemically dependent and mentally ill homeless people, which will add to our capacity to shelter homeless people."

- **Saint Paul:** "The trend lines on shelter use are constantly above those of past years. Harder times will mean more battering and more evictions."

- **Salt Lake City:** "Requests for emergency shelter are at an all time high and there is no indication that they are going to decrease."

- **San Juan:** "All five shelters indicated that because of the lack of resources, unemployment and the wide spread of AIDS, more persons will become homeless and, therefore, request their services."

- **Santa Monica:** "The growing recession will result in an increase of 'new homeless' persons, including increasing numbers of homeless people from the middle class."

- **Seattle:** "Housing costs have increased 40 percent in the previous year in Seattle. This trend will only force more low-income persons to face eviction and homelessness."

Expected Increased Demand for Emergency Shelter by Homeless Families

Among their comments on the expected increase in requests for emergency shelter by homeless families:

- **Boston:** "With the state's economy doing poorly and unemployment rates rising, families are finding it harder to meet their basic needs for shelter. The high cost of housing in Massachusetts will drive these

families into homelessness. Without rental housing subsidies, they will remain homeless."

- **Hartford:** The expected increase is due in part to "the change in policy by the State of Connecticut Department of Income Maintenance which now limits the placement of families in motels."

- **Louisville:** "We need four times the family shelters that we have now. Louisville and Jefferson County and the Coalition for the Homeless have established a cooperative partnership to address the problems of homelessness in this community. We have taken aggressive steps, but much more needs to be done and we are dedicated to continuing this effort."

- **Minneapolis:** "The family population of shelter users has been stable for the past couple of years, but with the poor economic conditions more families may need assistance."

- **Saint Paul:** "Many families in our shelters come from other states. Their stories indicate they are economic refugees from communities who no longer work because of lack of jobs or training programs and the prevalence of drug problems and violence."

- **Salt Lake City:** "Families requesting emergency shelter are the fastest growing segment of the homeless population."

- **San Antonio:** "San Antonio can expect to see continued increases in its homeless population. Specifically, families with children will continue to be the most seriously impacted of the sub-groups within the homeless population. While the city continues to lose manufacturing and services industries, there does not appear to be much success in attracting little more than replacement low wage scale service industry jobs which perpetuate the high 1986 poverty rate of 24.9 percent."

- **Seattle:** "The largest emergency shelter in Seattle (150 beds) turned away 900 duplicated family members in one month alone. This trend will only increase, and there are fewer housing resources and poorer economic conditions."

HUNGER AND HOMELESSNESS IN AMERICA'S CITIES
A SIX-YEAR COMPARISON OF DATA

INDICATOR	1985	1986	1987	1988	1989	1990
HUNGER						
Increase in Demand for Emergency Food	28%	25%	18%	19%	19%	22%
Cities in which Demand for Food Increased	96%	88%	92%	88%	96%	90%
Increase in Demand by Families for Food Assistance	30%	24%	18%	17%	14%	20%
Portion of Those Requesting Food Assistance who are Families with Children	NA	NA	67%	62%	61%	75%
Demand for Emergency Food Unmet	17%	23%	18%	15%	17%	14%
Cities in which Food Assistance Facilities must Turn People Away	67%	55%	67%	62%	73%	86%
Cities which Expect Demand for Emergency Food to Increase Next Year	88%	84%	84%	85%	89%	100%
HOMELESSNESS						
Increase in Demand for Emergency Shelter	25%	20%	21%	13%	25%	24%
Cities in which Demand Increased	88%	96%	96%	93%	89%	80%
Demand for Emergency Shelter Unmet	NA	24%	23%	19%	22%	19%
Cities in which Shelters Must Turn People Away	60%	72%	65%	67%	59%	70%
Cities which Expect Demand for Shelter to Increase Next Year	88%	84%	92%	89%	93%	97%
Composition of Homeless Population						
Single Men	60%	56%	49%	49%	46%	51%
Families with Children	27%	28%	33%	34%	36%	34%
Single Women	12%	15%	14%	13%	14%	12%
Unaccompanied Youth	NA	NA	4%	5%	4%	3%
Children	NA	NA	NA	25%	25%	23%
Severely Mentally Ill	33%	29%	23%	25%	25%	28%
Substance Abusers	37%	29%	35%	34%	44%	38%
Employed	NA	19%	22%	23%	24%	24%
Veterans	NA	NA	NA	26%	26%	26%

POPULATION, POVERTY AND UNEMPLOYMENT DATA FOR THE SURVEY CITIES

CITY	1989 POPULATION ESTIMATE	1986 POVERTY RATE ESTIMATE	SEPTEMBER, 1989 UNEMPLOYMENT RATE	SEPTEMBER, 1990 UNEMPLOYMENT RATE
ALEXANDRIA	107,800	10.3%	2.4%	3.3%
BOSTON	573,600	23.1%	4.5%	6.1%
CHARLESTON	68,900	25.1%	4.7%	3.5%
CHARLOTTE	352,070	14.2%	3.1%	2.8%
CHICAGO	3,021,912	26.4%	7.3%	8.6%
CLEVELAND	521,370	25.4%	6.9%	6.9%
DENVER	508,150	15.8%	4.3%	5.0%
KANSAS CITY	441,170	15.1%	6.0%	6.3%
HARTFORD	137,980	28.9%	6.7%	8.4%
LOS ANGELES	3,310,057	18.9%	5.4%	6.9%
LOUISVILLE	286,470	22.2%	7.9%	8.1%
MINNEAPOLIS	356,840	15.5%	4.6%	5.1%
NASHVILLE	473,670	14.4%	3.4%	3.8%
NEW ORLEANS	533,564	30.3%	7.3%	7.2%
NEW YORK CITY	7,352,800	14.4%	6.2%	7.9%
NORFOLK	290,900	23.7%	5.4%	4.8%
PHILADELPHIA	1,647,565	23.6%	4.9%	6.3%
PHOENIX	981,846	12.7%	4.5%	4.2%
PORTLAND	432,175	14.9%	5.8%	5.2%
PROVIDENCE	157,200	23.5%	4.6%	6.4%
SAINT PAUL	263,680	12.5%	4.6%	5.1%
SALT LAKE CITY	158,440	16.3%	4.3%	4.1%
SAN ANTONIO	882,000	24.0%	7.5%	7.8%
SAN DIEGO	1,086,592	14.2%	4.2%	5.1%
SAN FRANCISCO	749,000	15.8%	4.1%	4.4%
SAN JUAN	433,849	53.5%	11.0%*	10.9%*
SANTA MONICA	93,170	11.3%	3.4%	4.4%
SEATTLE	501,800	12.8%	5.1%	3.7%
TRENTON	90,990	24.3%	6.3%	7.7%
WASHINGTON, DC	626,000	21.3%	5.0%	6.8%

* Metropolitan Area

Sources: Bureau of the Census
Bureau of Labor Statistics

Appendix

City_____

TASK FORCE ON HUNGER AND HOMELESSNESS
INFORMATION QUESTIONNAIRE

Please complete the following survey and return it by NOVEMBER 26, 1990 to:

Laura DeKoven Waxman
The U.S. Conference of Mayors
1620 Eye Street, N.W.
Washington, D.C. 20006
Fax No. (202) 293-2352

A report will be published based on the responses to this questionnaire. Experience has shown that such survey reports are effective when they include examples of individual city data. If, however, you want your city's answers to any questions held confidential, please specify those questions by number:_____

NOTE: The year for which information is requested is November 1, 1989 to October 31, 1990. It is referred to as "the last year" in the survey questions.

HUNGER

1. The Demand

A) Has the total number of requests for emergency food assistance in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____% Please explain or expand upon your response, and include any data which supports it.

B) Has the number of families with children requesting emergency food assistance in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____% Please explain or expand upon your response and include any data which supports it.

C) What percentage of those requesting emergency food assistance are members of families with children? _____%

2. THE CAPACITY

A) Has the level of resources (e.g. funds, volunteers, food, etc.) available to emergency food assistance facilities in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____% Please explain.

B) Are emergency food assistance facilities in your city used _____ for emergencies only, _____as a steady source of food for long periods of time, or _____both? Please explain.

C) For those who receive assistance, are emergency food assistance facilities able to provide an adequate quantity of food? _____Yes _____No Please explain.

D) Is the food provided nutritionally balanced? _____Yes _____No Please explain.

3. THE FUNDING

During the last year, has your city government spent public funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts? _____Yes _____No

If Yes, please check below the funding sources used by your city government and indicate the amounts spent.

Funding Source	Amount Spent
_____ Locally generated revenues	$_____
_____ State grants (not federal pass-through monies)	$_____
_____ McKinney homeless assistance programs (please specify which ones on separate sheet)	$_____
_____ Community Development Block Grant	$_____
_____ Community Services Block Grant	$_____
_____ Other federal grants (please specify)	
_____	$_____
_____	$_____

4. THE UNMET NEEDS

A) Do emergency food assistance facilities in your city have to turn away people in need because of lack of resources? _____Yes _____No Please explain.

B) Please estimate the percentage of the demand for emergency food assistance in your city which goes unmet. _____%
Please explain or expand upon your response, and include any data which supports it.

5. THE CAUSES

What are the main causes of hunger in your city?

HOMELESSNESS

6. THE DEMAND

A) Has the total number of people requesting emergency shelter in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____% Please explain or expand upon your response, and include any data which supports it.

B) Has the number of families with children requesting emergency shelter in your city _____increased, _____decreased, or _____ stayed the same during the last year. By what percentage? _____% Please explain or expand upon your response, and include any data which supports it.

C) Has the length of time people in your city are homeless _____increased, _____decreased, or _____stayed the same during the last year? Please explain.

7. THE PEOPLE

A) Please describe the characteristics of your city's homeless population on the following chart:

	Percent of Homeless Population
Members of Families with Children	
Single Men	
Single Women	
Unaccompanied Youth (age 18 & under)	
	100%
Black	
White	
Hispanic	
Asian	
Native American	
	100%
Mentally Ill	
Substance Abusers	
Persons with AIDS or HIV-related illness	
Employed (full or part-time)	
Veterans	

COMMENTS (please explain any significant changes which occured in the composition of your city's homeless population during the last year):

B) What percentage of the homeless families in your city are headed by single parents _____%

C) What percentage of the members of homeless families in your city are children? _____%

D) Please provide a brief case study (one paragraph) of an actual homeless individual or family in your city.

8. THE CAPACITY

A) Did the number of emergency shelter beds for homeless people in your city _____increase, _____decrease, or _____stay the same during the last year. By what percentage? _____% How many shelter beds currently exist in your city for use by homeless people? _____

B) Did the number of emergency shelter beds specifically for homeless families in your city _____increase, _____decrease, or _____stay the same during the last year? By what percentage? _____% How many shelter beds currently exist in your city for use by homeless families? _____

C) Did the number of transitional housing units in your city _____increase, _____decrease, or _____stay the same during the last year? By what percentage? _____% How many transitional units currently exist in your city? _____

D) Did the number of transitional housing units specifically for homeless families in your city _____increase, _____decrease, _____ or stay the same during the last year? By what percentage? _____% How many transitional units specifically for homeless families currently exist in your city? _____

E) Do homeless families in your city have to break up in order to be accommodated in emergency shelters? _____Yes _____No Please explain.

F) Do homeless families have to leave the shelter in which they are staying during the day? _____Yes _____No If yes, please explain why and tell where they go during the day?

9. THE FUNDING/RESOURCES

A) During the last year, has your city government spent public funds (either locally generated revenues or federal or state grants) to support local shelters or other services specifically for homeless people?
_____Yes _____No

If yes, please check below the funding sources used by your city government and indicate the amounts spent.

Funding Source	Amount Spent
_____ Locally generated revenues	$_____
_____ State grants (not federal pass-through monies)	$_____
_____ McKinney homeless assistance programs (please specify which ones on separate sheet)	$_____
_____ Community Development Block Grant	$_____
_____ Community Services Block Grant	$_____
_____ Other federal grants	
_____	$_____
_____	$_____

B) Has state government funding to your city to provide services to homeless persons _____increased _____decreased or _____stayed the same during the last year? Please explain your response.

10. THE UNMET NEED

A) Do emergency shelters in your city have to turn away homeless families in need because of lack of resources? _____Yes _____No Please explain, including information on what happens to the homeless families that cannot be accommodated in shelters.

B) Do emergency shelters in your city have to turn away other homeless people in need because of lack of resources? _____Yes _____No Please explain, including information on what happens to the homeless people who cannot be accommodated in shelters.

C) Please estimate the percentage of requests by all homeless people for emergency shelter in your city which goes unmet. _____% Please explain or expand upon your response, and include any data which supports it.

D) Please estimate the percentage of requests for emergency shelter specifically by homeless families in your city which goes unmet._____% Please explain or expand upon your response, and include any data which supports it.

E) In order of need, select the three groups of homeless people (families with children, single men, single women, unaccompanied minors, severely mentally ill persons, substance abusers, employed persons, persons with AIDS or HIV-related illness or veterans) for whom emergency shelter or other needed services are particularly lacking in your city. For each group, identify which services are most needed but currently lacking.

Group	Services Lacking

11. THE CAUSES
What are the main causes of homelessness in your city?

12. ATTITUDES

A) Have the city government and/or any other public authorities in your city taken any action to limit the access of homeless persons to public facilities or property? _____Yes _____No If yes, please explain.

B) During the last year, have you seen any evidence that public sentiment toward homeless persons is changing? _____Yes _____No If yes, please explain.

THE RECESSION AND THE OUTLOOK FOR THE NEXT YEAR

13. THE RECESSION

A) It is generally acknowledged that the country is entering an economic recession. Has your city experienced an economic slowdown in recent months? _____Yes _____No If yes, how has this affected the problems of hunger and homelessness in your city?

How has it affected the ability of local agencies to respond to them?

B) If no, do you anticipate that the recession will affect the problems of hunger and homelessness during the next year? _____Yes _____No

If yes, please describe how it would affect the problems of hunger and homelessness in your city?

How would it affect the ability of local agencies to respond to them?

14. THE OUTLOOK

A) Do you expect the demand for emergency food assistance in your city to _____increase, _____decrease, or _____stay the same during 1991? Please explain.

B) Do you expect requests for emergency shelter in your city to _____ increase, _____decrease, or _____stay the same during 1991? Please explain.

C) Do you expect requests for emergency shelter by homeless families specifically to _____increase, _____decrease, or _____stay the same during 1991? Please explain.

Person completing form:

Name: _____

Title/Agency: _____

Address: _____

Telephone: _____

Task Force on Hunger and Homelessness

Raymond L. Flynn, Boston
Co-Chair

Sue Myrick, Charlotte
Co-Chair

Jerry Abramson, Louisville
Hector L. Acevedo, San Juan
Art Agnos, San Francisco
Douglas H. Palmer, Trenton
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Norman Rice, Seattle
Xavier Suarez, Miami
Michael R. White, Cleveland
Coleman A. Young, Detroit
Dennis Zane, Santa Monica

THE UNITED STATES CONFERENCE OF MAYORS
1620 EYE STREET, NORTHWEST
WASHINGTON, DC 20006
(202) 293-7330